सत्यमेव जयते

PROHIBITION ENQUIRY COMMITTEE

STATE GOVERNMENTS' MEMORANDA AND OTHER DOCUMENTS

PLANNING COMMISSION

Government of India

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Letter of transmittal

D.O. No. PC/Proh/1/55;
GOVERNMENT OF INDIA,
PLANNING COMMISSION,
(Prohibition Enquiry Committee),
New Delhi, the 22nd December, 1955.

MY DEAR NANDAJI,

The Report of the Prohibition Enquiry Committee contains references to several documents, including memoranda of State Governments and their replies to the General Questionnaire, and to statements of several witnesses examined by the Committee. I consider it would be both useful and necessary to publish all such material in order to place before the public full information bearing on the various points of view considered by the Committee in arriving at its conclusions.

Yours sincerely,
IRIMAN NARAYAN.

Shri Gulzarilal Nanda,
Minister of Planning,
Government of India,
New Delhi.

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I. MEMORANDA ON PROHIBITION

GOVERNMENT OF ANDHRA

THE PLANNING COMMISSION appointed a Prohibition Enquiry Committee to suggest ways and means of making prohibition policy more effective for implementation on a national basis throughout India in terms of the directive of the Constitution as laid down in Article 47. The Committee has issued a questionnaire for eliciting information broadly under the following heads:

1. Effects of prohibition;
2. Machinery for enforcement;
3. Response of public and propaganda;
4. Counter-attractions;
5. Un-employment aspect;
6. Financial aspect; and
7. Prohibition Committees.

The replies furnished to the questionnaire by this Government are summarised under the above heads for facility of discussion at the meetings to be held by the Prohibition Enquiry Committee on the 18th and 19th May, 1955.

Effects of Prohibition

On the question how far has prohibition been effective in achieving its primary objective of eliminating or reducing the drink and drug evil, the Andhra Prohibition Enquiry Committee has found that prohibition has neither eliminated nor reduced the drink evil. It is, however, reported that drunken brawls and crimes due to drink have substantially gone down since the introduction of prohibition. It would seem, therefore, reasonable to conclude that the drink and drug evil, has somewhat abated consequent on the introduction of prohibition. No evidence of a statistical nature is available so as to be able to estimate with any degree of accuracy the percentage of old addicts who are still consuming liquor or drugs. It, however, does seem that the decrease in the number of addicts is more marked in the case of arrack, toddy and ganja than in the case of opium and foreign liquor. The Andhra Prohibition Enquiry Committee has also found that prohibition has led to increased illicit distillation, sumuggling and consumption of deleterious drinks, the reason being, that on the one hand the habit of drink still remains deep rooted and that on the other hand illicit distillation has proved a highly remunerative trade.

As regards the effect of prohibition on the health, economic, social and moral condition of the drinking classes, the Andhra Prohibition Enquiry Committee has reported that allowing for the effects of general improvement in economic factors, such as wages, prohibition has led to indulgence in deleterious drink resulting in the deterioration of the physique and efficiency of the labouring class, both urban and rural. On the other hand, departmental enquiries show that generally the condition of the old addicts who have completely abstained from drinking has definitely improved socially and economically, while the economy and health of the families which are still indulging in illicit arrack have certainly deteriorated. There can be little doubt that the labouring classes and other poor classes who used normally to spend a fair portion of their wages on drinking in pre-prohibition days have been able to register a perceptible improvement in their standard of living. It is also noticed that prohibition has led to a widespread disregard of law in general and to increased corruption in certain departments of Government both helped by the absence of an active public opinion in favour of prohibition.

Machinery for better Enforcement of Prohibition

In this State, prohibition is being enforced by the police in the districts of Guntur, Nellore and Chittoor and by the prohibition staff in the remaining districts. With a view to achieving a more efficient administration of prohibition, the question of entrusting the enforcement of prohibition work in the entire State to the police is under the consideration of the Government.

In spite of the working of total prohibition for a period of over 6 years in this State, the incidence of crime is steadily increasing without much signs of its decline, one of the main reasons being that the existing provisions of the Act are not stringent enough to make the offenders abstain from committing crime. For instance, all offences under the Prohibition Act are bailable and this facilitates the offenders to resort to crime again and again when they are on bail. The Act provides punishments of imprisonment upto 3 years and fines upto Rs. 5,000. But the offenders under the Prohibition Act are mostly let off with a fine ranging from Rs. 10 to Rs. 50 and even in cases where sentences of imprisonment were imposed the term has not exceeded one year, with the result the offenders as soon as they are released again resort to illicit distillation, etc. With a view to wean the public effectively from committing prohibition offences it is considered necessary to make a provision in the Act making it incumbent on the courts to impose both imprisonment and fine not below

a certain minimum and also to make grave offences non-bailable. It is also suggested that provision should be made for more deterrent punishments in the more serious types of offences such as illicit distillation, smuggling and sale of contraband.

Another and more important reason for the failure of enforcement of prohibition is corruption amongst officials and others. The main forms of corruption are the acceptance of regular payments of hush money for conniving with the traffic in bootleg liquor and of bribes for shielding those who are apprehended, while committing a prohibition offence. Constant surprise visits by the higher officials (incognito) in the Department would engender fear in the minds of the corrupt officials and tend to eliminate the malpractices obtaining. Prompt attention should be given to reports from the public against corrupt officials and all necessary arrangements (like traps, etc.) made to bring to book the culprits immediately. Proper vigilance should be kept over the activities of the subordinates, *i.e.* constabulary, petty officers and sub-inspectors.

Response of Public

Prohibition has generally received no active support. On the other hand, some sections of the public regard prohibition as an interference with personal liberties, which by and large carries no social advantages but merely encourages corruption and disregard for law and authority. The reasons for the general apathy of the public, as given by the Andhra Prohibition Enquiry Committee, are as follows:

(i) Lucrative trade without much exertion;

(ii) Corrupt administrative supervision;

(iii) The natural difference between a law like the Prohibition Act under which there is neither an affected, aggrieved nor interested party, and laws pertaining to intrinsic nature of crime like theft, murder, etc. Under the prohibition Act, there is continuity of offence;

(iv) Deficiency of public spirit;

(v) Absence of social stigma either in committing offences or undergoing sentences for convictions under the Act;

(vi) Fear of anti-social elements; apprehension of mischief at the hands of prohibition offenders; and

(vii) Psychological reaction against coercion.

It is considered that constant propaganda on the evils of drink may secure support from the public.

Agencies or Organisations necessary for continuous and effective Propaganda on Prohibition—Counter-attractions

Intensive propaganda for prohibition should be done by Government, Railways, and other agencies. These agencies should also provide alternative means of recreation and relaxation like cinema shows, dramatic performances, *bhajan* parties, sports, clubs, etc. particularly for the working classes. Officers in charge of Community Projects, National Extension Service, Harijan Welfare and Women Welfare activities may also carry on propaganda in favour of prohibition as a normal item of their activities as prohibition is intended to be connected with the well-being of the rural folk which is the central aim of these social welfare activities. Co-operation of private citizens who worked for the cause of the country and who believe in and work for prohibition, should be enlisted in the matter of propaganda. Such people should be employed as propagandists with honorarium for services rendered by them. The work of such propagandists should be made an integral part of the propaganda and publicity machinery of the Government in rural areas, touching all aspects of moral development, entertainment and social uplift. They are to function under the control of the Collector.

Un-employment Aspect

One of the chief measures undertaken by the Government to rehabilitate ex-toddy tappers was the formation of co-operative societies of ex-tappers for drawing sweet juice for the manufacture of palm jaggery or sale as beverage. The Andhra Prohibition Enquiry Committee, however, observed that the working of these societies has been a thorough failure and has led to much corruption and recommended that the system of forming co-operative societies to tap neera and make jaggery should be abandoned and the existing co-operative societies cancelled. It may, on the other hand, be stated that so far, the largest and the most effective measure of alternative employment of ex-tappers has been found in palm jaggery production societies where they find work of a type to which they are accustomed. Steps should be taken simultaneously to improve their working conditions and eliminate the abuses. The starting of palm sugar factories would provide continuous employment to the ex-tappers and thus alleviate their lot. It is considered necessary to maintain a stricter supervision of the co-operative palm jaggery societies.

In order to ascertain the total number of tappers thrown out of employment as a result of prohibition, the extent to which they have found employment in various avocations, and the extent to

which such employment is found inadequate, this Government have undertaken a random sample survey. The Planning Commission has also been addressed in February, 1955 indicating the steps taken by this Government to find alternative employment to ex-tappers and seeking their advice to suggest effective measures for finding solution.

Financial Aspect

Regarding measures for suitably balancing the finances of the State consequent on the introduction of the prohibition, this Government in their reply to the questionnaire have suggested that agricultural income-tax may be a useful source of income.

Working of Prohibition Committees set up in the State and the Measures necessary for remedying defects, if any

The District Prohibition Advisory Committees constituted in this State, with Collectors, District Prohibition Officers, Deputy Registrars of Co-operative Societies and non-official as their members have not functioned well and in many cases have not functioned at all. It is suggested that the remedy lies in choosing the right type of the members to serve on the Committee.

GOVERNMENT OF ASSAM

1. *Excise Policy prior to Prohibition*

(i) *Procedure for sale and licensing.*—Generally excise shops are settled annually by secret tenders and the license remains in force for one year only.

(ii) *Extent of consumption in urban and rural areas.*—The total consumption of liquor during the year 1952-53 was 4,48,243 L.P.G. in the entire State, out of which 3,84,208.3 L.P.G. was consumed in the rural areas and 64,034.7 L.P.G. in the urban areas. The ratio of consumption was 6:1.

(iii) *Financial aspects.*—The Government of Assam got an amount of Rs. 1,15,10,883 as excise revenue during the year 1952-53. The revenue in the two sub-divisions of the Kamrup district, where there is prohibition, was Rs. 1,20,471 only in that year.

2. *Measures taken in furtherance of Prohibition*

(i) *Stages and programme for implementation of prohibition.*—In this State opium consumption was prevalent in all strata of society. Agitation against it started even from the last decades of the last century and in 1921 the non-cooperation movement in Assam was virtually a movement against Government's opium policy. In 1927 restrictions for the first time were introduced against consumption of opium by registering and rationing the addicts. In 1928 Government accepted the principle that the rations of those below 50 years of age be so regulated as to reduce the same gradually in 10 years. In 1938 total opium prohibition was enforced in two heavily affected sub-divisions and in 1941 it was extended to the whole of Assam except the Excluded areas. (Opium prohibition has since been enforced in the 6th scheduled areas except in Naga Hills and Miza Ram Districts where there is no opium consumption.)

As regards liquor, restrictive measures such as closing of shops in certain areas, quantitative restrictions, limitation in sale hours and prevention of possession of liquor in public places and of sales in Dak-Bungalows, Railways' dinning cars, refreshment rooms, etc., were gradually enforced and finally liquor was completely prohibited in the Barpeta Sub-division of Kamrup district from the 1st

of March 1953 and the Prohibition Act has been extended to the North Bank area of the Gauhati Sub-division since 2nd October, 1954.

(ii) *Exceptions and exemptions.*—Consumption of opium strictly on medical grounds is allowed. There is no exemption to consumption of country spirit. Foreign liquor may however be allowed to ailing persons, to some non-Indians and Armed Forces and for medicinal, scientific and industrial purposes.

(iii) *Extent and nature of propaganda and educational work done by official and non-official organisations.*—There has been a non-official organisation under the Honorary Prohibition Commissioner for survey of opium addicts, propaganda and medical treatment of addicts comprising the entire State. In the centres where the addicts are collected for medical treatment, action is taken to give them training in local cottage industries. There is also official collaboration in these activities.

With regard to liquor prohibition, committees of local non-officials and officials have been formed for propaganda, survey of addicts, etc.

(iv) *Extent to which alternative interest, recreation, amusements and substitutes have been developed in urban and rural communities and sections of population such as Harijans, and mill workers, etc.*—Nil.

(v) *Further stages in programme at present contemplated.*—It is under consideration if ganja and other hemp drugs could also be prohibited at least in stages and if the Liquor Prohibition Act could be extended to other areas.

3. *Administration and Enforcement of Prohibition*

(i) *Machinery.*—The Excise Department under the Commissioner of Excise has been enforcing prohibition and the department has been strengthened by appointment of additional officers and men from time to time according to necessity all over the State.

(ii) *Additional expenditure.*—An amount of Rs. 28,500 approximately has been spent as additional expenditure for enforcement of prohibition of liquor annually excluding Rs. 1,20,471 lost by Government from revenue in the prohibition area.

(iii) *Breaches of law.*—In case of opium, it is gradually decreasing with the decrease in consumption. In case of liquor, the breaches have not yet been found to be normal.

(iv) *Prices of illicit liquor, etc. in different areas.*—Shop liquor is priced by Government at Rs. 3/6/- per quart bottle of 30 U.P. liquor and Rs. 2 per quart bottle of 60 U.P. liquor. In prohibition area the first may be available at Rs. 7 a bottle and the second at Rs. 4 a bottle and illicitly manufactured liquor is sold at Rs. 3 a bottle which before the enforcement of prohibition was selling at Re. 1 a bottle.

(v) *Extent of local co-operation.*—Local co-operation has generally been available.

(vi) *Evaluation—statistical and qualitative.*—In 1927 there were 98,000 registered opium addicts. In 1938, there were 30,366 registered opium addicts. In 1949 when complete prohibition of opium was enforced for 10 years, a survey showed that there were about 13,000 opium addicts in the State. Medical treatment has cured 2,605 addicts. No survey of liquor addicts has yet been made.

4. *Results of Prohibition*

(i) *Consumption of different classes of intoxicating drinks and drugs (quantities, values, etc.)*.—Consumption of liquor in the prohibition areas before enforcement was 7,389.6 L.P.G. and revenue was Rs. 1,20,471 only.

(ii) *Social and economic consequences.*—People affected by the enforcement of prohibition in the prohibited area are generally tribals and the other persons of the area being mostly non-drinkers, it is yet too early to make an estimate of social and economic consequences.

As regards opium, its prohibition has vastly improved the social hygiene of the people and economic improvement has been similarly considerable.

(iii) *Effect in public resources.*—The loss of opium revenue has ceased to have any effect on public resources and the liquor revenue lost on account of prohibition so far has practically no effect on the resources.

5. *Enquiries*

(i) *Factual or other investigation into the working of prohibition which may have been carried out by the State Government or by recognised institutions.*—As regards opium, *see* (vi) of (3) above. As regards liquor, no investigation has yet been taken up.

(ii) *Whether any further inquiry contemplated and on what lines.*—No.

6. Conclusions drawn by the State Government in respect of the working of Prohibition and regarding future Policy and Action

Government contemplate progressive prohibition of liquor—the pace to be determined by the experience gained in the areas where it is in operation.

7. Any other aspects

No remarks.

Liquor prohibition in the State began by appointing a Prohibition Committee which from time to time advised how various restrictions should be imposed to bring down consumption of liquor. Restrictions suggested by them were generally (i) closing of country spirit shops in certain localities; (ii) removing of country spirit shops from tea garden labour areas; (iii) limitation of sale hours; and (iv) total closure of transaction in the shops of certain localities on bazar days and days of national or sectional festivals, etc.

Next, the country spirit shops of Barpeta Sub-division of the Kamrup district were closed one after another and by 1951 there was no shop for sale of liquor in that sub-division—though consumption of liquor was not prohibited by law.

A liquor prohibition act, called the Assam Liquor Prohibition Act was then passed by the Legislature in 1952. It was enforced from the 1st March 1953 in the Barpeta Sub-division where ground for its enforcement was prepared gradually as stated above. The people of this Sub-division generally appreciated the total prohibition introduced amongst them and so in 1954, the Government after careful consideration decided to extend it to cover the entire North-Bank of the Kamrup District. The total population of the area under prohibition is 11,58,626 of which 1,12,263 are tribal people. Total consumption of liquor in the Barpeta Sub-division was 6,739.2 L.P. gallons (approximately 16,848 bulk gallons of 60 U.P. liquor) and the consumption in North Bank of the Gauhati Sub-division was 650.4 L.P. gallons (1,626 bulk gallons of 60 U.P. liquor).

In the area under prohibition, there is no big industrial concern, small tea gardens comprising a labour population of only about 3,000 are in the area.

The introduction of prohibition in the said area has been gradual, and there are no big and concentrated localities populated by persons who by custom have drinking habits excepting the tribal people. These people used to brew their own drink—*Pachwai.*

Some tribal people have been representing to Government that in certain religious and social functions offering or use of liquor is enjoined and as such they desire relaxation in the rules. This is under consideration of the Government.

THE TERMS of reference of the Committee are—

(1) to examine the experience gained regarding measures adopted by State Governments to promote prohibition with a view to assessing the extent to which these have been successful and analysing the practical difficulties, administrative, economic, social and other which have come in the way of implementation of the programme of prohibition;

(2) to make recommendations for a programme for prohibition on a national basis;

(3) to indicate the manner and the stages in which and the machinery through which this programme should be carried out; and

(4) to make such other recommendations on the subject as the Committee may consider necessary.

From the above terms of reference it is clear that the Government of Bombay does not have to justify its policy of Prohibition; that policy is settled for whole of India and is incorporated in the Constitution. It, therefore, remains for the Government of Bombay only to assist the Committee on the basis of its experience of the working of that policy in evolving measures calculated to promote the further implementation of that policy in this State and its adoption and execution in other States. To fully assess the value of that experience and to understand the utility or otherwise of the existing and proposed measures for the enforcement of that policy, however, necessitates a brief study of the historical and factual background of that policy and its adoption in the State.

In India from very early times the consumption of alcoholic drinks and intoxicating drugs has been looked upon with disdain and an addict has been frowned upon by society. Fortunately drinking in India was confined to a very small percentage of the population. The State did not regulate the trade in liquor. It had no excise policy and no excise administration. The State did not aim at deriving revenue from inebriation. On the contrary, before the advent of the British rule, it was the policy of the State to put down the consumption of alcoholic drinks. With the advent of the British rule their mode of living, and their outlook on life had

their inevitable effect on the local people. With the progress of English education and English culture and the increasing contact between Indians and Britishers, a few of the educated Indians started drinking in order to imitate or mix freely with the foreigners. Drinking against which formerly social conscience revolted began to be looked upon as something fashionable and respectable and qualifying for moving in high society in those days. The evil of drinking then gradually spread to the poorer classes, much to their social and economic detriment. The foreign Government was interested in raising excise revenue and not in checking in this sphere of deterioration in public morals. The emphasis was therefore on revenue returns. The extent to which the drink habit increased in India can be seen from the fact that in the year 1875-76 the import of foreign liquor to India amounted to 7 lakh gallons, while in the year 1904-05 it was 13 lakh gallons and in 1927-28 it rose to 62 lakh gallons. The excise revenue of the country rose from Rs. 2 crores in 1861 to Rs. 75 crores in 1937. The legislative or administrative control aimed at safeguarding revenues rather than keeping down consumption. Excise revenue went on increasing and thus the only check on consumption was the high cost and the detection of crime. To the addict or the pleasure-seeker, however, the cost was not so material as long as he got the ministering position. Impoverishment was thus no deterrent. The renaissance of Indian culture fortunately came to India's rescue and the reformist zeal included abstinence in the planks of its programme. The Indian National Congress which commenced its annual session from 1885 passed resolutions year after year urging Government to take steps to stop the drink evil. Even in England, in the British Parliament, resolutions were moved criticising the excise policy of the Government of India.

In the Bombay Legislature the first move came in 1921 when the Legislative Council accepted Dr. Dadachandji's resolution recommending total prohibition. In 1922, the Government of Bombay appointed a committee to go into this question. This Committee reported that Prohibition should be the aim of Government policy. On the 12th of February 1925 the Government of Bombay declared that in spite of several financial and administrative difficulties the ultimate object of their excise policy was total prohibition. Measures like local option, rationing, etc. were adopted to achieve the goal.

In the political field top ranking leaders like Mahatma Gandhi, Keshav Chandra Sen, Lokmanya Tilak, Gokhale and many others raised their voice against the evil of drinking. Mahatma Gandhi

went to the extent of launching peaceful picketing of liquor shops. In 1925 the Central Legislature passed a resolution recommending prohibition. The all-Parties Convention at Calcutta in December 1928, which had met for drafting a Constitution for Independent India incorporated in the Constitution the following clause:—

> "It shall be the duty of the commonwealth to save its citizens from the evil and temptations of alcoholic liquor and intoxicating drugs, and it shall as soon as possible after the establishment of the Commonwealth Government make laws for the total prohibition of manufacture, import, possession or sale of alcoholic liquor and intoxicating drugs except for medicinal or industrial purposes."

The Indian National Congress in 1931 adopted the following clause in its Bill of Rights:—

> "The Congress declares that any Constitution which may be agreed to on its behalf should provide or enable the Swaraj Government to provide for the following:—
>
> "Intoxicating drinks and drugs shall be totally prohibited except for medicinal purposes."

Bombay the conscience of which had been roused already reacted quickly to these aims when Congress assumed office for the first time in 1937. On 27th August 1937 the then Excise Minister, Dr. Gilder, declared a bold and ambitious plan of prohibition to be completed within three years.

Introduction of Prohibition

In accordance with this policy the Government of Bombay in 1938 introduced prohibition in the industrial area of Ahmedabad City and five miles around, in Bardoli taluka of the Surat District, two talukas of Broach and Kanara Districts each and three talukas of Ahmednagar District. In 1939 prohibition was introduced in the Town and Island of Bombay and Bombay Suburban District, Deskroi taluka of Ahmedabad District, Valod Mahal of Surat District and in the whole of Kanara District. The experiment then introduced achieved within a short space of time encouraging results. Success was most noticeable in Ahmedabad City. A Prohibition Research Advisory Board was appointed by Government in Ahmedabad to study the effects of prohibition and to record the results of the experiment. It is unnecessary here to enumerate in detail the various improvements noticed. The Board reported considerable improvement—social, economic, and moral, in the life of the people

in Ahmedabad City where prohibition had been introduced. It was emphasised by the Board that the Harijan community in particular had been greatly benefited by the reform. Landlords and rent collectors reported that the payment of rent was regular and that old arrears had been cleared off with the improvement in the economic condition of the drinkers. The Pathans complained that they were no more in demand for lending money. They also reported that their old dues were paid regularly, and that people had stopped borrowing as a result of savings effected.

Prohibition would certainly have been extended to a wider region all over the State, but in the meantime the validity of notifications issued under Section 14-B of the Bombay Abkari Act banning possession of liquor and intoxicating drugs was challenged. The main ground of the challenge was that the Bombay Abkari Act was a revenue or licensing Act and could not be used for the purpose of prohibiting the possession, manufacture or sale of liquor and that so far as liquor imported from foreign countries was concerned, no restriction on its possession or use could be imposed. Different Courts held different views. These decisions were given in 1940 after the Congress Ministry had left office. Appeals against these decisions were heard by the High Court by a Bench which consisted of six Judges. The decision of the High Court was that the object of the Bombay Abkari Act, 1878, was primarily to secure Abkari revenue and any restriction on foreign liquors violated the power of the Centre as regards imports and exports. The result was that restrictions which were put on the use of foreign liquor became inoperative. Restrictions on the use of country liquor, however, continued. The Second World War then broke out and owing to political reasons, the Congress Ministry resigned office and was replaced by the Advisory regime which diluted the prohibition measures which were then confined only to country liquor, toddy and drugs in the areas already under the prohibition scheme. This gave a set-back to the implementation of the programme of prohibition not only in the prohibition areas but elsewhere also. No further progress was, therefore, made till 1946, when the Congress again assumed office in Bombay. In 1947 the Government of Bombay again decided to introduce total prohibition within a period of four years by gradual stages. In pursuance of this policy the sale of intoxicants was controlled progressively by a cut of 25 per cent. and in addition several other measures were adopted such as:—

(i) Closure of excise shops for two days in a week in 1947-48, for three days in a week in 1948-49 and for five days in a week in 1949-50;

(ii) Progressive reduction in the number of shops in 1947-48, 1948-49 and 1949-50;

(iii) Reduction in the strength of liquor in the case of country liquor;

(iv) Progressive reduction in the limits of possession of potable foreign liquor and drugs;

(v) Increase in the rates of excise duty on liquor;

(vi) Penalty for drinking denatured spirit;

(vii) Enhancement of punishment for excise offences.

This policy of gradual prohibition introduced in 1947 culminated in total prohibition in April 1950. Although there is total prohibition, opium, ganja, bhang and foreign liquor are permitted for use under permits. The permit system in respect of opium and hemp drugs was introduced as early as in 1947 and that in respect of foreign liquor is in force from 1950.

As a result of the permit system in respect of opium and hemp drugs, opium and hemp drugs shops were closed with effect from 1st August 1947 and departmental depots are opened with effect from the same date for the sale of these drugs to permit holders only. Nobody can buy or possess opium, ganja or bhang except under permits. The permits for these drugs are issued on the recommendation of Medical Boards constituted by Government for this purpose. Permit can be given for only one of the three drugs. The maximum quantity allowed under an opium permit is 7½ tolas of opium per month and that under a ganja/bhang permit is 15 tolas of ganja/bhang per month. The Government of India requested the State Government to abolish the consumption of opium by March 1959. In view of this directive and in order to wean away the addicts from the habit of consuming these drugs gradual quarterly cuts are made in the quotas of the drugs allowed to them. The rates of such cuts were, originally, two tolas in the case of opium and four tolas in the case of hemp drugs. Subsequently, as it was found that an abrupt cut of two tolas in the case of an opium addict would cause adverse effects, the rate of cut in the case of opium addicts was reduced to 1/8th of the quota permitted, subject however to a minimum of 1/8th tola, (the quota left in balance being rounded to the nearest 1/8th of a tola). The rates of cut in the case of ganja and bhang however continue to remain the same.

These cuts are applied very strictly except in the case of persons

(i) who are over 60 years of age and who experience hardships because of the application of the cuts;

or

(ii) who suffer from painful and incurable disease (*e.g.* Cancer, Chronic Asthma).

As a result of the cut system, the number of addicts and the consumption of opium and hemp drugs in this State have been decreasing year by year as shown below:—

Year	Name of the drug	Number of permit holders	Quantity issued. Mds.	Srs.	Tolas
1950-51	Opium	20,605	61	36	0
	Ganja	4,241	23	13	0
	Bhang	457	5	1	0
1951-52	Opium	15,452	50	28	0
	Ganja	3,681	10	18	0
	Bhang	379	4	39	0
1952-53	Opium	9,826	29	15	6
	Ganja	1,055	7	28	0
	Bhang	120	6	0	0
1953-54	Opium	7,676	20	23	35
	Ganja	930	4	35	0
	Bhang	143	4	25	0

Government has decided that no permit for the consumption of opium should be granted after 30th September 1953 to any person for the purpose of smoking, if he was not holding any such permit on that date or had made an application for such permit on or before that date.

Besides opium, ganja and bhang, all other intoxicants are also prohibited totally. Country liquor and sacramental wine are issued under authorisations in small quantities only to Jews, Christians and Parsees for scacramental purposes. The possession, use and consumption of foreign liquor are prohibited except under permits. These foreign liquor permits are of seven types. They are:—

(i) *Temporary Resident's permit.*—It is granted to a person who is born and brought up or domiciled in any country outside India where liquor is ordinarily consumed and the maximum quota under it is four units per month.

(ii) *Health Permit.*—It is granted to a person requiring foreign liquor for the preservation or maintenance of his health on medical examination by the Area Medical Board constituted by Government.

The maximum quota under it is two units per month except in the case of persons above 55 years of age whose quota may be increased under certain conditions to three units per month.

(iii) *Emergency Permit.*—It is granted to any person desiring to possess brandy, rum or champagne for his own use or to any head of the household desiring to possess such liquor for the use of his household for medicinal use or emergent occasions. The maximum quantity under it is 6-2/3 fluid ounces of brandy or rum per six months or 13-1/3 fluid ounces of champagne per six months.

(iv) *Special permit for Privileged Personages.*—It is granted to any person who is (a) a Sovereign or Head of a Foreign State; (b) an Ambassador or Diplomatic Envoy of a Foreign State; (c) a Consul, Honorary Consul or Trade, Commerce or other representative of a Foreign State; (d) a member of the staff appointed by or serving under any person specified in clause (a), (b) or (c): Provided that such member is a national of a Foreign State; (e) the Consort of any person specified in clause (a), (b), (c) or (d); or (f) any relation of any person specified in clause (a), (b), (c) or (d) dependent upon him. In respect of the persons at (a), permits are granted for any quantity of foreign liquor required by such persons, whereas in respect of the persons at (b), (c), (d), (e) and (f), maximum quantity is fixed by Government.

(v) *Visitor's Permit.*—It is granted to any person visiting the State of Bombay for a period not more than a week. The maximum quota fixed under it is one unit of foreign liquor per week and the maximum period upto which the permit may be extended is fixed at one month.

(vi) *Interim Permit.*—It is granted to any person who is eligible for a Temporary Resident's permit or Health permit or a Special permit for Privileged Personages but whose case is under consideration. It is granted for a period not exceeding 2 months and the maximum quantity under it is fixed by the Collector in each case.

(vii) *Tourist's permit.*—It is granted to a person eligible for a Temporary Resident's permit who is on a tour of India. It is granted for not more than one month and the maximum quantity under it is one unit per week.

One unit of foreign liquor is equal to 1 quart bottle (of 26-2/3 ozs.) of spirits, or 3 quart bottles of wine, or 9 quart bottles of fermented liquors of a strength exceeding 2 per cent. of alcohol by volume, or 27 quart bottles of fermented liquors of a strength not exceeding 2 per cent. of alcohol by volume.

No foreign liquor permit can be granted to a minor.

Foreign liquor is also permitted for use by industrial, educational, scientific, research or such other institutions or by a pilot of an air-craft or by a person in charge of an ambulance or a first-aid station for rendering first-aid for medical purpose in any emergency. The use of brandy, rum, champagne or port wine is also permitted on medical prescription.

The consumption of foreign liquor in this State is reduced by the introduction of permit system as will be seen from the following figures:—

Year	Sales (in units)				Percentage on the basis of 1946-47 figures
	Spirits	Wines	Beer	Total	
1946-47	54,21,384	71,666	6,96,469	61,89,519	100
1947-48	31,57,392	44,936	4,33,516	36,35,844	59·5
1948-49	17,69,668	30,800	2,04,570	20,01,038	32·3
1949-50	9,28,584	25,932	2,21,552	11,76,068	19·0
1950-51	2,34,470	8,366	26,991	2,69,827	4·35
1951-52	2,86,789	10,392	40,560	3,37,741	5·5
1952-53	2,89,633	13,894	60,202	3,63,829	5·9
1953-54	2,59,167	11,866	62,881	3,33,914	5·4

N.B.—In 1950-51, the consumption is low due to the temporary withdrawal of special concession to the armed forces in consequence of the High Court decision.

The Law of Prohibition

For the furtherance of the policy of total prohibition the Bombay Abkari Act, 1878 was not quite suitable. The earlier attempts to achieve the object by notifications under that Act had met with successful legal challenge. Government therefore, undertook and passed a comprehensive Act known as the Bombay Prohibition Act, 1949. The Act deals with the prohibition of manufacture, import, export, transport, possession, sale, purchase, consumption and use of intoxicants. Foreign exports and imports being outside the scope and the powers of the State Legislature are omitted from the purview of the Act. This Act came into force from 16th June 1949. The validity of this Act was challenged in August 1950 in the Bombay High Court by one Shri F. S. Balsara. The Bombay High Court held that the provisions of the Act which made concessions in favour of foreigners and Armed Forces offended against the guarantee of equal protection under the new Constitution. The High Court also held that the provisions of the Act in so far as they prohibited the possession, purchase, sale, consumption and use of medicinal and toilet preparations containing alcohol were not reason-

able restrictions and they were invalid as they offended against the fundamental rights of a person to acquire, hold and dispose of property guaranteed under Article 19(1)(f) of the Constitution.

In other respects the Act was within the competence of the State Legislature except in minor particulars. Against this decision appeals were filed in the Supreme Court. The Supreme Court held that the Act was valid and that the concessions in favour of foreigners and Armed Forces were properly made and did not offend the Constitution. The Supreme Court, however, upheld the findings of the Bombay High Court in regard to medicinal and toilet preparations. In a recent case the Supreme Court again reiterated the validity of the Act but held that if a person smelt of liquor, no adverse inference could be drawn against him merely on this account unless it was actually proved that he had consumed prohibited alcohol. Soon after the judgement of the Supreme Court in the Balsara's case Government appointed Shri M. D. Bhansali, I.C.S., to enquire into and report on the effectiveness of the Prohibition Law in practice. In his report to Government he made certain recommendations to amend the Act. Accordingly the Bombay Prohibition Act was amended in 1952. Another Act namely the Bombay Drugs (Control) Act, 1952 was also enacted simultaneously, to check the increasing abuse of medicinal preparations containing alcohol. As the latter Act was found, in practice, to be not sufficiently comprehensive, it was further amended in 1954 so as to give power to Government to control the sale and possession of "Notified Drugs" which in its opinion are being used in a manner injurious to health.

Cooperation from the Public

Although Government took necessary powers to enforce prohibition by law, it held the view that prohibition, being primarily a social reform, would not succeed without the willing and unstinted cooperation of the people for whom it was meant. It knew that the law alone would not bring about the desired results in respect of the prohibition policy. It, therefore, laid stress on the enforcement part of the policy as well as the educative or say reformative aspect.

Transfer of Enforcement work to the Police Department

With the change in the aspect of the law from a fiscal objective to a social and moral objective, offences under the Prohibition Act were regarded by Government as offences against the society and involving moral turpitude. Prohibition offences were, therefore, made cognizable, and in 1948 their investigation, prevention, detection, prosecution, etc. were transferred to the Police Department from the Excise Department.

Most of the staff of the Excise Department was taken up in the Police Department except that required for inspection and supervision of licences, permits, etc. granted under the Bombay Prohibition Act, 1949 for medicinal, scientific, industrial, educational and such like purposes. The work regarding prevention, detection, etc. of prohibition offences is now a regular duty of the Police staff and no staff is kept exclusively for prohibition work as such except in Bombay and other important places where the incidence of prohibition crime is high. A Special Prohibition Intelligence Branch having jurisdiction throughout the State is also recently created for organising surprise raids in any charge or for detecting cases which are alleged to be connived at by the regular Police staff of the locality. In some notorious areas punitive Police is appointed at the expense of the inhabitants of the areas concerned. In areas where constant vigilance or patrol is necessary to put down illegal activities, batches of constabulary staff are deputed from the Reserve Constabulary Force of the Police Department. All these efforts have helped considerably in the enforcement of the prohibition law.

The State Prohibition Board and District Prohibition Committees

As regards the educative or reformative part of the scheme, Government laid stress on propaganda, publicity, recreation, counter-attractions, and educating public opinion. For this purpose it constituted the Provincial Prohibition Board (now called the Bombay State Prohibition Board). This Board is the supreme advisory body on all matters pertaining to prohibition in the State. Its members who are prominent social workers have been selected from every district. The main functions of this Board are:—

(i) To educate and organise public opinion for the prohibition of alcoholic drinks;

(ii) To advise on methods of detection and prevention of prohibition crime;

(iii) To provide facilities for counter-attraction and recreation and the provision of non-alcoholic drinks;

(iv) To assist in all activities which further the policy of prohibition of alcoholic drinks and intoxicating drugs;

(v) To carry on social and welfare work.

This Board is now functioning for the last 7 years.

Government also appointed District Prohibition Committees in each district of the State, and City Prohibition Committees in Bombay, Poona, Sholapur and Ahmedabad. The Collector of the district was appointed Chairman of the District/City Prohibition Committee except in the case of Bombay City where the Minister

for Excise and Prohibition is the Chairman. The functions of the District/City Prohibition Committees are analogous to those of the State Prohibition Board with this difference that the sphere of activities of the State Prohibition Board extends to the whole of the State while that of the District/City Prohibition Committees is restricted to their respective District/City. These Committees are free to plan details of prohibition programmes in their own jurisdiction for which necessary budgetary provision has been made. Taluka Prohibition Committees and Area Prohibition Committees are also appointed where necessary. With a view further to intensifying prohibition propaganda, Government appointed prominent social workers interested in Prohibition as Regional Honorary Prohibition Organisers for promoting the cause of prohibition and for organising prohibition propaganda and other ameliorative activities on a systematic basis. One such organiser is appointed for each of the three regions, *viz*: Gujerat, Maharashtra and Karnatak and also one for Greater Bombay. It was found that certain notorious areas needed particular attention, and so Government appointed last year six Prohibition Propaganda Officers to intensify prohibition activities in these areas. As a result of their good work, many backward class people who were formerly given to drinking have given up the drink habit and canalised their energies and money into more constructive channels.

Propaganda, Publicity and Ameliorative Activities

The general principles of propaganda and ameliorative activities conducted in furtherance of prohibition are:

(i) Propaganda must be simple, direct and intelligible to the average citizen;

(ii) Stress should be laid on non-literary propaganda such as films, lantern slides, posters, kirtans, dramas, Bhajans, etc. so as to appeal to the masses.

Suitable lessons are introduced in the text books of the 3rd and 4th standards with a view to bring up the new generation in an atmosphere free from all drinks and drugs. Posters depicting the evils of drink and benefits of prohibition are displayed at all prominent places throughout the State with the object of capturing the imagination of the masses. Co-operation is also sought and obtained from School teachers, social workers, local leaders, social institutions, Rashtriya Talim Sangha, etc.

The State Prohibition Board since its very inception started ameliorative and recreational activities mostly in working class and backward class areas. For this purpose several recreation centres called Sanskar Kendras have been started either departmentally

or on subsidy basis. The recreation activities of the Sanskar Kendras have helped much in diverting to useful purpose the leisure time of the labour and backward classes.

Difficulties

Though no pains are spared by the machinery entrusted with the work of enforcement and the reformative part of prohibition, their labours do not receive their fullest reward owing to several difficulties and obstacles. The main difficulties can be classified under the following four heads, namely:—

(1) Administrative,

(2) Economic,

(3) Social and

(4) Other.

The *administrative* difficulties are:

(i) Comparatively easy process of manufacture of liquor and availability of the required raw material.

(ii) Lack of proper Enforcement Staff.

(iii) Want of sufficient facilities for transport available to the Enforcement staff.

(iv) Facilities afforded for smuggling by the geographical situation of the State; namely, the vast sea-coast line and the vast land border adjoined by the wet States and foreign territories.

(v) The scattered growth of toddy producing trees in clusters making the detection of illicit tapping difficult.

(vi) Dearth of reliable panch and other witnesses.

(vii) Lenient attitude of Magistrates as regards punishments in prohibition cases.

(viii) Frequent adjournments of prohibition cases resulting in the apathy of witnesses to serve as panchas and in the tampering of evidence.

The *economic* difficulties are:

(i) Unemployment in general.

(ii) Unemployment of persons previously engaged in excise trade.

(iii) The tempting selling price of contraband articles.

(iv) Lucrative nature of the business of smuggling and other illicit activities thus alluring young people to enter into the illicit traffic.

(v) High Cost of living and want of sufficient financial means to cope with it.

The *social* difficulties are:

(i) The more or less indifferent attitude by an important section of the public especially the educated classes towards prohibition offences which are not yet regarded by them as offences against society.

(ii) Lack of active opposition by a certain section of the community against prohibition offenders.

(iii) Existence of the custom of drinking liquor at social and religious functions under permits in several communities.

Other difficulties:

(a) The main difficulty is due to the limitation on the power of the State Legislature to enact a sufficiently strong legislation because of the following, *viz*:—

(i) Prohibition of intoxicating drinks and drugs is a subject matter in the State list and not the Union list and therefore a State Legislature cannot pass a law which conflicts or interferes with any provision of a Union law;

(ii) Fundamental Rights under the Constitution;

(iii) Exclusion of "Consumption for medicinal purposes" from the scope of prohibition in Article 47 of the Constitution.

The High Court and the Supreme Court both held in Shri Balsara's case that the restrictions imposed by the Bombay Prohibition Act, 1949 on medicinal and toilet preparations containing alcohol were unreasonable as they offended against the fundamental rights of a citizen to acquire, hold and dispose of property guaranteed under Article 19(1)(f) of the Constitution and they were invalid.

(b) *Tincture Menace.*—The restrictions on possession, purchase and sale of spirituous medicinal and toilet preparations were therefore removed. These preparations became free. The most natural outcome was that those who wanted to satisfy their craving for liquor resorted to drinking medicinal preparations containing alcohol. The demand for such medicinal preparations increased and has led to the increase in their manufacture. To cite an instance the manufacture of Tincture Zingiberis in this State in 1949-50, *i.e.* just before the introduction of total prohibition was 47,180 lbs. but it rose to 49,928 lbs. in 1950-51 and to 479,000 lbs. in 1951-52. The State Government tried to limit the local manufacture of such preparations to legitimate limits but then such preparations began to pour in from other States, as the State Government had no power to control

inter-State trade. Homoeopathic preparations which were generally sold in pills and powder are now sold as mother tinctures in pound bottles. As these preparations defy chemical analysis, rectified spirit is passed on to the people under the name of medicinal preparations. Similarly, many spurious medicines containing alcohol and little of drug or some coloured matter pass off under the label of medicinal preparations. The recent judgment of the Supreme Court in the Pesikaka's case has made the position still worse. The onus of proving that the accused person has consumed prohibited liquor as distinct from medicinal preparations is now on the prosecution. It is therefore a common plea of the accused charged with the offence of consumption of liquor that he had consumed non-prohibited liquor, *i.e.* a medicinal preparation. This has resulted in the spread of consumption of tinctures. Hotels, restaurants, grocery shops and even barbers' shops are selling tinctures. The Bombay Prohibition Act, 1949 and the Drugs Act, 1940 have proved ineffective in this matter.

Similarly, French polish prepared out of denatured spirit is also free from any restrictions under the Bombay Prohibition Act, 1949. As it contains only 5 to 10 per cent. of solid matter like shellac and 95 to 90 per cent. of denatured spirit and as the solid matters easily settle down, it is used for potable purposes.

(c) Another main difficulty is the wrong business sense on the part of most of the traders who in order to get easy money quietly deal in spurious drugs containing alcohol. A very large quantity of tinctures that are being misused are imported from outside particularly from Uttar Pradesh, Punjab, Bhopal and Bengal. As the law stands these imports cannot be checked.

(d) There are difficulties even in the reformative part of the implementation of the prohibition policy. They are—

(1) Lack of sufficient voluntary propagandists with missionary zeal.

(2) Lack of adequate propaganda means and material, and inadequate state-wide propaganda machinery to educate public opinion and turn it over to the side of prohibition.

(e) *Anti-Prohibition Propaganda*

(i) *By the Press.*—Some of the local English newspapers as well as most of the regional language newspapers carry on regular anti-prohibition propaganda that prohibition policy is a great failure, that the crimes are increasing, that people are distilling illicit liquor, that the Government has lost a big amount of revenue of 15 crores of rupees and that it should attend to more important questions such as five-year plan, community projects, etc. Their argument is that Government ought to have proceeded in the matter slowly and

should raise excise taxation so heavily that ordinary poor people for whom prohibition is meant would not go in for liquor. Common people who do not know the facts and figures are led away easily by such arguments. Figures given below illustrate that increase in excise taxation has not been able to check consumption.

Year	Population	Excise Revenue in crores of Rupees	Foreign liquor in lakhs of bulk gallons			Country liquor in lakhs of proof gallons	Toddy in millions of bulk gallons	Abkari offences
			Spirits	Wines	Beer			
1937	1,80,43,983	2·95	1·59	0·29	9·81	11·31	13·2	7,124
1946	2,08,64,028	9·14	8·03	0.35	10·44	10·93	14·1	15,098

(Consumption to some extent depends upon the paying capacity of the addict; sometimes it defies even that paying capacity. Alcoholics will go to any length to satisfy their craving for alcohol.)

(ii) *By the intelligentsia.*—The so-called intelligent class regards drinking as a social asset. Their argument is that drinking in moderation is not bad. Their opposition is on the ground that prohibition has brought in more taxation and has interfered with individual liberty.

(iii) Use of liquor by society people at home and in clubs under permits, and also consumption of liquor by the members of armed forces and foreigners.

Offences against the Prohibition Law

The adverse effect of these difficulties and obstacles is prominently reflected in the number of prohibition offences. Prohibition offences have shown a regular increase every year as will be seen from the following figures:—

Abkari and Prohibition Offences

Year	Liquor	Percentage on 1946-47 as basis	Hemp Drugs	Dangerous Drugs	Opium	Total	Percentage on 1946-47 as basis
1946-47	14,062	100	1,033	3	402	15,500	100
1947-48	15,643	111	1,220	2	461	17,227	112
1948-49	18,490	131	1,243	5	481	20,219	129
1949-50	33,125	236	1,901	19	1,095	36,140	232
1950-51	47,441	336	2,130	35	1,328	50,934	329
1951-52	64,944	462	1,551	12	1,110	67,617	406
1952-53	89,174	640	1,594	17	1,271	92,056	593
1953-54	1,02,622	730	2,426	12	1,484	1,06,544	688

The rise in the number of prohibition offences is not all over the State but mostly in coastal areas and large industrial towns. The rise is more noticeable in large urban areas like Bombay, Sholapur,

Surat, Ahmedabad, etc. where anti-social elements have become organised to a certain extent. Several reasons are responsible for this increase *i.e.* (i) the increase in the population of the area of the State due to the merger of the former Indian States in the year 1949, (ii) new type of offences as for example unauthorised consumption, common drinking house, unauthorised possession of molasses, etc., (iii) unfavourable economic conditions of the people leading them to illicit traffic in intoxicants, (iv) large exodus of displaced persons into this State after the partition of the country, (v) greater Police vigilance. The increase in the number of prohibition offences cannot however be construed as failure of prohibition. To a large extent it only means that those who cannot do without intoxicants are prepared to run the risk of defiance of the laws and the punishment and social odium that go with it and that more instances of this kind are now unable to avoid detection. It was not expected that the former addicts would give up their habit of drinking over-night, especially in large cities like Bombay, Ahmedabad, Poona, Sholapur, etc. where industrial labour classes have concentrated and many of whom have still not abandoned their former habits. Even during "wet" days, the number of Abkari offences was increasing progressively as will be seen from the following figures: —

Year	No. of Abkari offences
1926	5,938
1936	7,806
1946	15,098

Remedies and Suggestions

I. *Administrative difficulties.*—As regards lack of sufficient enforcement staff, Government has set up a separate section called the Prohibition Home Guards for doing prohibition work; the Police also invoke the help of Village Defence Parties in enforcing prohibition law in villages. The assistance from these two organisations will go a long way in meeting the needs of the problem.

As regards the easy process for the manufacture of liquor, there is no way yet found apart from penal or punitive action to detect clandestine manufacture at home. However, the Bombay Prohibition Act, 1949 includes provisions for regulating the bases for manufacturing liquor such as mhowra flowers, molasses, and rotten gur. But the possession of mhowra flowers within the limit of 5 seers and of rotten gur is permitted. The possession of these articles can be controlled more strictly if the opinion of the people in general is favourable for such control. Ultimately, however the effectiveness of all legal or administrative action depends on the awakened social conscience and the efficiency and despatch of the machinery of detection.

As regards smuggling, the vast seacoast line affords ample facilities for smuggling. A regular force like the Coast Guard Inspectors of the Customs Department equipped with steam launches is a proper solution of the problem.

As regards smuggling from the bordering States which have not yet introduced prohibition, it is urged that these States should be prevailed upon to introduce total prohibition as early as possible or at least to introduce immediately the same prohibition measures as in Bombay in their districts adjoining this State.

As regards the illicit tapping of toddy-producing trees the best solution would perhaps be to have power to cut down such trees and utilise the land for agriculture purposes or to confiscate and destroy those trees in respect of which offences of illicit tapping have been proved.

As regards the lenient attitude of Magistrates, a provision should be included in the Bombay Prohibition Act making it obligatory upon the Court to refer to superior Court the cases in which it wants to inflict, for adequate and special reasons, a sentence less than the minimum prescribed by law.

As regards frequent adjournments, the adjournments in many cases have to be given as the Court's board of cases is generally more than full every day. More Magistrates are necessary to have quicker disposal. Government has appointed several additional Magistrates during the last two years, exclusively for this work.

As regards the difficulty of getting sufficient number of reliable panchas it is suggested that a panel of panchas from the local people may be appointed in its jurisdiction by the Court on the same lines as assessors are appointed. The Court will not then be able to criticise their standing and credibility or question their impeachability.

II. *Economic difficulties.*—As regards unemployment in general, it is suggested that the second five year plan should provide a scheme or schemes which would absorb most of the unemployed people and leave little scope for unemployment. If a man is given honest means of livelihood, he would be able to resist the temptation to yield to illicit means. The Prohibition and Excise Department has tried to relieve to some extent the problem of unemployed persons previously engaged in excise trade. Government has sanctioned various measures for the rehabilitation of such persons. Some of these important measures are:—

(i) grant of land for cultivation;

(ii) grant of waste land for manufacture of salt;

(iii) preference in the matter of appointments to posts in subordinate Government services;

(iv) relaxation of the rules regarding age limit and educational qualifications for those seeking Government service;

(v) allotment of forest coupes at upset prices to co-operative societies formed by prohibition affected persons;

(vi) grant of loan for starting or expanding business enterprise or small scale industries.

III. *Social difficulties.*—To overcome social difficulties, a general sense of disapprobation of indulgence in drink should be inculcated in the mind of the people. The people should be impressed upon to look upon prohibition offences as offenders against society. In the educational system also more stress should be laid upon the necessity of doing away with liquor totally. Public opinion should be educated in the point of view that the use of liquor should be dispensed with even under permits on religious or social occasions.

IV. *Other difficulties.*—Instead of the Prohibition Law being enacted by every State for its purpose, it would be better if such law is enacted by Parliament under Article 252 of the Constitution and adopted by the various States. This would give uniformity and ensure better results.

It is expedient that the State Government should be given power or should at least be armed with a Central Legislation to control the increasing trade in spirituous preparations. Unless this is done, it will not be possible to check the present abnormal use of medicinal preparations for the purpose of intoxication.

To overcome the difficulty regarding the Homoeopathic preparations containing alcohol and other spurious preparations passing under the name of medicinal preparations, the following suggestions are made:—

(1) The Drugs Act, 1940 should be made applicable to all drugs—irrespective of the system to which it belongs, *i.e.* whether Unani, Ayurvedic, Homoeopathic or any other. Requisite exemptions, if necessary, can be granted under Schedule 'K' of the Drugs Rules, 1945.

(2) The present guiding principles for the grant of a licence in form 20 and 21 under Rule 64 of the Drugs Rules, 1945 should also be made applicable to the grant or refusal of a licence in form 20A and 21A under Rule 62A of the said Rules.

(3) The recommendations of the Pharmaceutical Enquiry Committee should be accepted and implemented. These

recommendations are:—

(i) The production of tinctures for which no standard exists and which are not found in the British and other Pharmacopoeia should be prohibited;

(ii) The production of tinctures which are in the older editions of the Pharmacopoeia and for whcih genuine demand exists, should be allowed to be produce don the basis of production and consumption before the introduction of prohibition;

(iii) On those of the tinctures which appear in the latest edition of the Pharmacopoeia and are liable to misuse the (excise) duty should be raised to the same level as on pure ethyl alcohol.

(4) A Central Act should be enacted to control Inter-State Trade and Commerce in spirituous medicinal preparations and other articles containing alcohol which the State Governments deem necessary to control.

(5) The manufacture of spirituous medicinal preparations should be permitted only under the supervision of Excise Officers. They should necessarily be Graduates in Pharmacy so that they will not only be able to keep a record of the quantity of alcohol used, but also to exercise quality control on the products manufactured. This will ensure check on the manufacture of coloured alcoholic preparations under the name of spirituous medicinal preparation.

The difficulty experienced on account of any provisions in the Constitution, such as fundamental rights under Article 19(1)(f) or Article 47 excluding the consumption for medicinal purposes from the scope of prohibition, may be removed by suitably amending the said provisions. Medicinal preparations, containing alcohol or other narcotics should be allowed only under the prescription of a registered medical practitioner excepting those medicinal preparations which contain such medication as to cause harmful effects if taken in over-dose.

V. *Difficulties in the reformative aspect of prohibition.*—It is essential to enlist the support of the Press for the successful implementation of the prohibition policy. An India-wide official organ propagating the doctrine of prohibition is necessary in order to discuss the various questions relating to the successful implementation of the prohibition policy.

Organising strong public opinion and mobilising it in favour of prohibition appears to be the best solution for achieving the goal.

Financial aspects of prohibition.—It has been stated above that for removing most of the difficulties and employing the suggested remedies, more money is required. Any money spent on prohibition is not money lost but returned with dividend, as a reformed society is obviously preferable to a degenerate society. Besides the potentiality of abstinence increasing the efficiency of an average citizen can hardly be gainsaid. The contribution which it makes to the national income can hardly be measured in terms of rupees and annas and pies. In its effect on the present and further generations it is really incalculable.

The question of loss of money should not therefore come in the way of the implementation of prohibition. Some people argue with somewhat deceptive simplicity that the State Government has lost nearly 15 crores per annum as a result of prohibition and that so much money would have become available for development work in general. So stated the argument is not new and it does not become stronger by repetition. It was disposed of summarily nearly thirty-two years ago by Mahatmaji, who in his "Appeal to the Liberals" said "Believe me, the deprivation to the Government of drink revenue is of the least importance in a campaign (prohibition). The country is simply impatient of the evil itself". With the passage of time, drink has not ceased to be an evil and no expenditure on the part of a Welfare State is too great in order to get rid of it. So far as the Bombay State is concerned, the total revenue under Excise in 1946-47 *i.e.* before the State Government embarked on its prohibition programme was Rs. 974 lakhs. The excise revenue of the States which merged with Bombay in 1948-49 is estimated at Rs. 50 lakhs. During the year 1950-51 the total receipts under Excise amounted to Rs. 107 lakhs. The so called 'loss' on account of total prohibition, which was introduced at the beginning of the financial year 1950-51 thus works out to Rs. 917 lakhs. Even if the extra expenditure on Police for enforcement of prohibition which is Rs. 15 lakhs is added, the net 'loss' on prohibition is about nine crores and considerably less than what the critics of Government's policy have assumed.

The State revenues as a whole have not been depleted to any extent on account of prohibition. The revenue foregone under Excise in 1939, when limited prohibition was introduced in Bombay Province was more than made up by the imposition of a tax on immovable properties in certain selected urban areas; and since 1946, as the following table will show, the loss of excise revenue has been made up by receipts under sales tax which was imposed

simultaneously with the Government's decision to introduce prohibition by gradual stages in the State:

Year	Revenue under excise (in Lakhs)	Revenue under Sales Tax (in Lakhs)
1946-47	974	117
1947-48	854	488
1948-49	617	677
1949-50	408	1,323
1950-51	107	1,517
1951-52	96	1,310

The replacement of Excise by Sales Tax has also enabled the State Government to shift the incidence of taxation on a more equitable basis. Apart from this, it has released the purchasing power of the poorer and middle class of people to the tune of Rs. 35 crores as they had to pay to the Contractor four times what they paid to Government as Excise tax for their drink. It has been estimated that the percentage of the population indulging in drink, and therefore, bearing the burden of excise duties was less than ten. The Sales Tax is realised from a larger section of the public. In the year 1946-47, 55 per cent. of the total excise revenue was accounted for under country liquor, toddy, opium and hemp drugs, articles which were mainly consumed by the poorer and middle classes particularly in the rural areas. The excise tax was mostly recovered from people who were educationally backward, politically weak and economically poor. The sales tax on the other hand imposes practically a negligible burden on these classes. That is to say, the burden of sales tax falls more on the classes capable of bearing the burden, while excise duty was a regressive measure affecting the poorer more than the richer classes. Sales tax is also a more elastic source of revenue than excise. There is nothing inherently wrong, economically speaking, in tapping the reservoir of the taxable capacity through sales tax rather than through excise.

Prohibition and Development

Development does not merely mean constructing major or minor irrigation works, putting up school buildings and mechanisation of agriculture. It also includes the raising of the standard of living of the people. Prohibition has in effect raised the standard of living of the poorer classes and they now lead happier and healthier lives. They eat better food and wear more clothes. More and more of their children go to schools, and the women folk are happier. They can now indulge in shopping and purchasing articles which prior to prohibition would have been regarded as unthinkable. Resort by the

poorer classes to cinemas, hotels and other places of public amusement is also more frequent. This is reflected in the increased receipts from entertainment tax. Due to prohibition there has been a great change in social values and manners. Prohibition has resulted in lesser family tensions, better and cordial relations at home, greater and proper care of the children, almost complete absence of street brawls and of quarrel-some atmosphere of the neighbourhoods and above all in general peace and tranquility particularly among groups once noted for drinking and misbehaving.

Benefits of Prohibition

Whether prohibition has brought about the welfare of the people or not should be judged not from the number of prohibition offences but from the improvement of the people in their social and economic conditions. The benefits of prohibition are quite evident, and one has only to go around the rural and labour areas and talk to the women folk to realise this. They are the best judges of this highly ameliorative measure. In the past two years practically all the backward classes in the State have moved unanimous resolutions thanking Government for its policy of prohibition and for saving the society from the scourage of the drink. As a result of prohibition, major crimes have shown appreciable decrease to 78,330 in 1953-54 from 96,453 in 1950-51. But the most obvious and outstanding effect of prohibition is the release of purchasing power to the extent of 35 crores of rupees in the hands of people who needed them most at a critical time when economic conditions were not satisfactory. It is only when the standard of living has attained a reasonable level that the extra purchasing power released by prohibition will flow into more productive channels, such as investment in National Savings Certificates and Post Office Savings Banks. Several people affected by drink have since the introduction of prohibition been able to repay their old loans, buy land, farm equipment and livestock. Cases of ex-drinkers taking to new trades and professions, such as hotels, flour mills and petty shops, have also been reported. The fact that new lines of business could be opened up in spite of adverse economic condition is an indication of how prohibition has proved economically beneficial to the people of the State.

The Government of Bombay, therefore, maintain that the policy of Prohibition is justified by moral principles and stands proved by results. The difficulties in enforcement are not unsoluble and the cost involved when set against the benefits conferred is not heavy. It has brought peace to many homes; it has contributed prosperity and plenty to many families where formerly poverty ruled. The citizens who were affected by addiction to intoxicants in big or small quantities are to-day free from the undermining

effects of those intoxicants. The Government of Bombay can certainly maintain that to-day those who do not like intoxicants on general grounds or those who could do without them are outside the pale of temptation. It is only the addict and the bold pleasure-seeker who have now to be catered for. The problem of the addict is largely a psycnological and a medical one. Very often he resorts to intoxicants in spite of himself. So far as opium and other kindred intoxicants are concerned, the policy of Government of regulating quantity according to needs and of continuing the quantities unimpaired where the consumer is too old or is suffering from painful or incurable disease is yielding satisfactory results. In any case, this problem is confined mostly to the present generation and will disappear when that generation passes out. As regards the pleasure-seeker he is common to all times and all climes. He would always be a perpetual problem for those who enforce prohibition. If the provisions of the law, the vigilance of the detecting machinery and public conscience suitably react to the needs of suppressing this menace, there is no reason to doubt the complete success of prohibition. As regards those who need intoxicants for medical reasons, regulative action on the part of the State and a high moral code of the medical profession should be able to control and restrict consumption by those who actually need it. The proposals which Government have made for the improvement of legal machinery and raising social conscience are, in their opinion, necessary for the achievement of the goal set by the directive principles of the Constitution. Above all, however, what is necessary is that the policy should be uniformly adopted, acted upon and implemented as an all India concern and all sections of the society, the highly placed and the lowly placed, the rich and the poor, the educated and the illiterate, should accept that policy without mental reservations.

GOVERNMENT OF HIMACHAL PRADESH

BEFORE the formation of Himachal Pradesh, prohibition was not contemplated or even thought of, because the Excise revenues constitued quite a major part of the income of these States. The maximum quantity that could be sold or kept by any one person had not also been prescribed, in the majority of the states one could keep any quantity of liquor as one liked. It is estimated that before the formation of Himachal Pradesh, the sale of country liquor in these areas was about 60,000 gallons.

After the formation of Himachal Pradesh, the sale was regularised through vends, in accordance with the quotas allotted, hours of sale were restricted and the quantity which one could keep was fixed at 26-2/3 ozs. The Himachal Pradesh Government with effect from the 1st April, 1949, prohibited the possession (for sale or otherwise) and the import, transport of any kind of liquor except denatured spirit, medicinal preparations containing rectified spirit, etc. in areas detailed below, where the sale of these intoxicating drugs was not much before the formation of Himachal Pradesh.

1. Chichiot Tehsil	in Mandi District
2. Saho pargana	in Chamba District
3. Jubbal and Chopal Tehsils and areas comprising the former Kumarsain and Sangri States	in Mahasu District

As the revenue derived from the sale of intoxicating drugs formed an important part of the State revenue, it was not considered advisable to enforce total prohibition in the State all at once. In addition, the following further steps were also subsequently taken for the furtherance of prohibition policy of this State:—

1. The quota of country liquor available for sale was reduced from 60,000 gallons to 42,500 gallons during the last five years. The quota of Excise Opium is reduced by 10 per cent. every year.
2. Possession of charas and ganja was banned.
3. Retail sale and possession of raw opium was prohibited.
4. The maximum quantity of country spirit that could be possessed by any one person has been reduced to 26-2/3 ozs. only.

5. Sale of liquor prepared by post-stills has been stopped.
6. Opium smoking has been totally banned.
7. Hours for the sale of liquor have been reduced.
8. The number of licensed premises for the sale of intoxicating drinks was reduced by 113 during 1950-51 and 1951-52.

During the years 1952-53 and 1953-54 prohibition was continued in the above areas and additional steps in furtherance of prohibition policy were also vigorously followed. The number of licensed premises was further reduced by about twenty during years 1952-53 and 1953-54.

The revenue from Excise before and after prohibition, *i.e.* 1948-49 to 1954-55 is as under:—

	Rs.	
1948-49	2,48,402	
1949-50	13,87,346	
1950-51	12,99,401	
1951-52	12,75,423	
1952-53	11,06,939	
1953-54	12,11,104	
1954-55	11,80,000	estimated

This Government has a policy to enforce gradual prohibition and in view of this policy the quotas are reduced and duties increased to keep ultimately intoxicating drugs beyond the reach of common people and at the same time to carry on propaganda amongst the masses about the drink and drug evils. At the same time no new shops are being opened, except in areas where due to illicit heavy distillation it is considered necessary to open new shops and an effort is also made to reduce the existing number of vends consistent with efficient management of excise administration. The Publicity Department of this State had not been properly organized in the past and as such propaganda about the evils of liquor and other intoxicating drugs had been confined to lectures by touring officers of the Department. The Department of Publicity has now been organized and it is hoped that the progress in this direction will be accelerated. The value of prohibition and the evils of intoxicating drugs will be brought home to the masses through posters, films, etc.

This is the considered opinion of this Government that before enforcing compulsory prohibition, an atmosphere has to be created in which people realize that prohibition is necessary to raise their

moral, social and economic status and appreciate that it is in their own interest. We shall have to go slow in this behalf till the people's belief in prohibition gets confirmed by persuasion and propaganda. No steps towards alternative revenue to make up the gap in the income of the Government as a result of introduction of total prohibition is suggested or taken.

THE EXCISE REVENUE of Hyderabad forms approximately 25 to 30 per cent of the total revenues of the State. In the beginning the system in vogue, locally called the Tahud-System, was that the excise contracts were framed out to individual contractors areawise, District by District. The contractors were free to establish shops in the specified villages and were allowed to tap as many trees in that area as they chose.

In the case of liquor also rights of establishing private distilleries were given to specified individuals. In the year 1931 the system prevalent in Madras, *i.e.*,—shopwar system, locally called the Madras System, was introduced. The rights of distillation of private individuals were also terminated and Government distilleries set up. Thus the Government established shops in specified villages of liquor, opium and ganja by auctioning the right of sale. In the case of toddy shops, toddy trees were earmarked for individual shops or groups of shops which after the collection of the fixed tree-tax were numbered. Liquor shops were similarly auctioned and liquor was supplied in fixed quantities for the shops from Government distillery at a fixed rate. The policy was to gradually increase the tax on trees and the duty on liquor resulting in minimum consumption of intoxicants without loss of revenue. Maximum income and minimum consumption was the object in view. Thus while the tree-tax per tree was Rs. 1/8/- in the year 1931, it has been increased now to as much as Rs. 7/12/- per tree. Similarly liquor duty has been increased from about Rs. 5/-/- to Rs. 17/3/-.

The total income from excise revenue in the year 1953-54 was Rs. 7,81,00,000.

Though no policy of prohibition has been introduced in the State the following steps were taken to restrict consumption:—

(a) The duty on all intoxicants in the shape of tree-tax and duty on liquor has been gradually increased.

(b) The number of excise shops auctioned every year in the State has been gradually decreased.

(c) A shopless belt of one and a half miles on the borders of the adjoining States where prohibition is in force has been created. Further inside another belt of three and a half miles of "noshop" has also been formed.

So far the Government has not been in a position to introduce prohibition in any degree owing to the instability of the finances.

This year there has been shown a deficit of Rs. 2,00,00,000. To achieve the object underlying the introduction of prohibition any one or more of the following measures can be adopted:—

(1) Widening of the shopless belt on the borders.

(2) Immediate enforcement of prohibition, *i.e.*, from the next excise year commencing on 1st October, 1955 in one or two Districts of the State.

(3) Reduction in the ration of toddy trees and liquor issued to various shops by a fixed percentage—every year to achieve complete prohibition within a specified period and also simultaneously reducing the strength of the liquor.

(4) Shifting of excise shops from the twin cities of Hyderabad and Secunderabad and in big towns and industrial areas to places outside Municipal limits.

As a result of the enforcement of total prohibition it is estimated that approximately 50,000 persons connected with this business will be thrown out of employment. The State Government will be a loser to the extent of approximately Rs. 7,00,00,000 in its revenue.

(1) If the existing shopless belt of one and a half miles along the border is extended up to five miles, nearly 270 shops of toddy and 160 of liquor will have to be closed down leading to a loss of revenue to the extent of approximately Rs. 42,60,000.

(2) If the two Districts of Osmanabad and Bhir on the border of Bombay are chosen for immediate introduction of prohibition in that area the loss of excise income will be approximately as follows:—

	Sindhi	Liquor	Total
Osmanabad	5,63,468	5,07,022	10,70,490
Bhir	3,86,100	4,33,804	8,19,904
TOTAL	9,49,568	9,40,826	18,90,394

It will however be necessary to allow the tapping of toddy trees assigned for the shops in the twin cities of Hyderabad and Secunderabad from the District of Osmanabad as suitable arrangements can be made to avoid surreptitious sales of toddy in the prohibited zone.

(3) It is possible to reduce the quantity of liquor and the number of trees that are assigned every year for the various shops by, say, one-sixth leading to complete prohibition by the end of 1961. Simultaneously the strength of liquor which is now issued in the

form of 30 U.P. can be reduced to 45 U.P. The result of such a progressive introduction of prohibition spread over a period of 6 years will be as follows:

			Rs.
First year	1955-56	......	1,24,00,000
Second year	1956-57	......	2,48,00,000
Third year	1957-58	......	3,72,00,000
Fourth year	1958-59	......	4,96,00,000
Fifth year	1959-60	......	6,20,00,000
Sixth year	1960-61	......	7,44,00,000

The advantage in adopting this method is that the machinery of enforcement will not have to be elaborate and the displacement of persons employed in this business will be gradual.

(4) It would not be difficult to shift the shops in District Head Quarters town and the important Industrial towns of Kothagudam and Bellampalli to outside the Municipal limits and locate them at places not very far away from the present sites. But this cannot be said for the shops in the twin cities of Hyderabad and Secunderabad where the Municipal limits extend upto nearly 10 miles from the centre of the city. If, however, the shops in the city have to be closed down the present income of Rs. 80,00,000 will be deducted by 75 per cent *i.e.*, income would be reduced by 60 lacs. The income now being derived from the shops at Head Quarters of the Districts and the Industrial centres of Bellampalli and Kothagudam is Rs. 90,00,000; this income is liable to be reduced by about 50 per cent. by shifting of the shops, thus the total reduction in the income by shifting the shops both in the twin cities and District Head Quarters to places outside the Municipal limit would be approximately Rs. 1,05,00,000.

To make a beginning towards prohibition in a very restricted area in Telengana it may be worthwhile trying it by introducing prohibition in the Community Projects area of the three Tehsils of Mulug, Miryalguda and Metpalli. This will result in a fall of approximately Rs. 20,00,000 to Rs. 25,00,000 of excise revenue.

[The above note has been prepared by the Department for the information of the Ministers and officials of the Government of Hyderabad.]

GOVERNMENT OF MADHYA PRADESH

THE POLICY of the State Government is to bring about total prohibition of the consumption of intoxicating drinks and drugs throughout the State. The Constitution of India has also laid down in the directive principles that the State shall endeavour to bring about prohibition. Prohibition is now an article of faith. The State Government are pursuing this policy in a spirit of practical realism and by progressive stages. At present the total area under prohibition is more than 39,643 square miles and comprises an area exceeding one-third area of the State, with a population of 8,043,000 souls, *i.e.*, 48 per cent of total population of the State. With effect from the 1st January 1948 the sale and consumption of opium, ganja and bhang have also been prohibited in the "dry" areas. A ten miles shopless zone has been created around the "dry" areas in order to check smuggling of excisable articles. Possession of country spirit has been prohibited in the shopless zone in order to make prohibition effective.

Prohibition Enquiry Committee was appointed by Government in the year 1951 in order to assess the effects of prohibition on general public. In pursuance of the recommendations of this Committee the scheme of 'Prohibition through permits' has been introduced, as an experimental measure, in the whole of the Buldana district and Katni-Murwara tehsil of the Jabalpur district with effect from 1st February, 1953. Under this scheme restricted quantity of country spirit is issued to addicts on permits through shops run by venders authorised by Government.

Mahua Rules, 1939, are in force in the following districts:—

(1) Akola district.

(2) Wardha district.

(3) Nagpur district (except Ramtek and Umrar tehsils).

(4) Raipur ditrict except:—

(i) Zamindaries, other than

(a) Bilaigarh-Katgi

(b) Bhatgaon

(c) Fingeshwar, and

(ii) the Nagri and Sihawa tracts in the Dhamtari tehsil.

(5) Buldana district.

(6) Katni town of the Katni-Murwara tehsil in the Jabalpur district.

Prohibition Amendment Act, 1953, has been passed with a view to check the misuse of medicinal and toilet preparations for purposes of intoxication.

Rules regarding issue of permits for consumption of foreign liquor have been tightened. Permits are now issued only on the certificate of Civil Surgeons recommending that foreign liquor is required on grounds of health.

Government servants are expected to set an example by not obtaining a permit for consumption of foreign liquor and future Government servants are required to sign a pledge that they shall abstain from drinking.

Spirituous medicinal preparations could be obtained in the State on the strength of export permits granted by the Officers of the Exporting State. This led to the flow of many tinctures and other preparations in the State, which were abused for purposes of consumption. Imports permits of the Officers of our State have now been made compulsory for bringing such preparations in our State. This has been done to check the entry of undesirable and unwanted preparations in the State.

Restrictions have been imposed on the manufacture of tinctures and other preparations which were being misused in this State. Such preparations shall be permitted to be manufactured in limited quantities.

Quota for rectified spirit allotted to manufacturers in the State has been reduced. No manufacturer shall get more than 1,200 gallons of rectified spirit during a year.

No retail dealer or a doctor shall be permitted to purchase for sale more than 50 lbs. of non-poisonous tinctures, liquors, spirits, acquas and extracts, during a year.

Nira is a wholesome drink and to make it popular Nira centres have been opened, in the 'dry' districts mentioned below:—

1. Nagpur.
2. Wardha.
3. Akola.
4. Amravati.
5. Sagar.
6. Hoshangabad.
7. Chanda.
8. Nimar.

In order to make propaganda in favour of prohibition a whole-time prohibition propagandist has been appointed. He has to tour

throughout the State and has to submit the proposals to Government as to how effective propaganda should be carried on.

Every year Prohibition weeks are celebrated throughout the State in order to enlist the cooperation of general public in furtherance of prohibition.

Statement showing Revenue from Country spirit

Year	Revenue	Percentage
1949	1,52,32,902	—
1950	1,67,79,779	plus 10.2
1951	1,71,49,701	plus 2.1
1952	1,78,01,831	plus 3.8
1953	1,61,78,398	minus 9.1
1954	1,47,04,546	

PROHIBITION is in force in the districts of Kolar, Tumkur, Chickmagalur, Shimoga, Chitaldurg and Bellary and in the taluks of Alur, Belur, Saklespur, Arkalgud, Ramanagaram and Channapatna covering an area of 23,720 square miles or nearly two-thirds of the State. Prohibition was first introduced in July 1938 as an experimental measure in the area covered by the Rural Welfare and Health Centre in Ramanagaram and Channapatna taluks. It was extended to the adjoining villages by gradual closure of the excise shops in those areas and simultaneously prohibiting possession and consumption of exerciseable articles within the limits of that area. This process was completed by the end of June 1947, when there was no excise shop left in those two taluks.

In order to help the Government of Madras in their prohibition scheme, all excise shops in a five-mile belt area adjoining the Madras State were also closed from 1st April 1948. On the recommendation of a Committee constituted by Government to examine the question of introducing total prohibition in the State, a 20 per cent. cut was effected in the number of shops, as well as in the supplies to the shops with effect from 1st July 1947.

The progress achieved during the nine years from July 1938 to July 1947 was not very perceptible. In order to achieve better results, Government decided to give up the scheme of progressive reduction in shops and supplies, in favour of introducing total prohibition by districts. The three districts of Kolar, Tumkur and Chitaldurg were accordingly declared as "dry" from 1st July 1948 and two more districts, *viz.*, Chickmagalur and Shimoga from 1st July 1949. The seven taluks of Bellary district transferred to Mysore State from 1st October 1953 are "dry". In pursuance of the policy of prohibition all excise shops in the taluks of Belur and Saklespur were closed with effect from 1st July 1950 and this was followed up by introducing prohibition in the taluks of Alur and Arkalgud from 1st July 1954.

India being a signatory to the Geneva Convention, the Government of Mysore is committed to the progressive reduction in the consumption of excise opium in the State. The use of opium throughout the State is prohibited, except by licensed persons who are certified to be confirmed addicts. A programme of gradual reduction by 11 per cent. each year in the consumption of opium and its total elimination by 1st July 1959 has been accepted.

With a view to carry on intensive propaganda in favour of prohibition, a committee of official and non-officials was constituted by Government to formulate proposals for the observance of "prohibition week". The programme of "prohibition week" was carried on by enlisting the services of social organisations like the Bharat Sevak Dal, the Bharat Scouts and Guides, the Bharat Sevak Samaj, the Harijan Sevak Sangha, Youth Organisations, and Prohibition Leagues. On the recommendations of the aforesaid Committee, Government decided that prohibition propaganda might be better carried on as part of Samskrit Prachar work and the matter was referred for implementation to the Co-ordinating Committee for Social Service Organisations. With a view to intensify the work connected with the "Prohibition Week" in the interior parts of the State, taluk prohibition committee were formed to educate the public on the evils of drinking and to co-operate with the Government in their prohibition policy. The Education Department has been requested to include lessons in the Text-Books about the evil effects of liquor and drugs and the benefits of total abstinence from them. The Temperance Association also organised the propaganda work. Pictures depicting the evils of drinking were exhibited. In rural parts, "Bhajan Mandirs" have been opened as recreation centres in place of grog shops.

Other measures that have been adopted from time to time, to minimise the drink evil are the following:

1. Raising of duty, licence fee, tree tax and gallonage fee.
2. Reducing the number of shops in the wet areas
3. Shifting of shops from thickly populated areas.
4. Decreasing the limit of private possession of exciseable articles.

With a view to stricter enforcement of prohibition and to minimise scope for mal-practices, tapping of trees in 'dry' taluks has been discontinued with effect from 1954-55.

Prohibition has definitely helped the common man in saving a substantial portion of his income from the drink habit for raising his economic standard. Since the introduction of prohibition, the moral standard of the poorer classes, especially of the Depressed Classes in the rural areas has arisen. Family quarrels and crimes committed under the influence of liquor are on the decrease. The purchasing capacity of, and consumption of useful articles by the ex-addicts among the poorer classes have improved.

It has to be stated with regret that public co-operation in this important matter is not forthcoming to the extent required. In spite of several handicaps the enforcement machinery is doing their best to achieve the desired object. The number of prohibition cases detected by the police is on the increase. The number of cases detected and the total amount of fine levied since 1951-52 are given below:—

Year	No. of cases detected	Amount of fine levied
1951-52	10,285	1,55,648-0-0
1952-53	13,716	2,24,727-0-0
1953-54	14,455	2,36,748-0-0
1954-55 (to end of Dec. 54)	17,481	2,88,200-12-0

Greater vigilance on the part of the police has been responsible for the increase in the number of prohibition cases detected. It is felt from past experience that the punishments awarded by the trying magistrates are generally lenient. Amendment to the Mysore Prohibition Act to provide for deterrent punishments for certain types of prohibition offences and to empower the Courts to award moiety of the fine imposed as rewards to informants and detecting staff are under the consideration of Government.

The consumption of toddy during 1952-53 was 1,97,86,800 seers while during 1953-54, the consumption has decreased by 18:5 lakhs seers. The consumption of arrack which was 2,35,678 gallons during 1952-53 has come down to 2,11,326 gallons during 1953-54. Similar decrease is noticeable under opium also.

The ideal of complete prohibition has been written into the Constitution and it is obligatory on the State to endeavour to implement it in all earnestness. Extension of prohibition should, however, be consistent with the national economy and the policy of Government has been to go slow. It is inevitable that further steps to extend the prohibition scheme will have to be taken gradually and by stages keeping in view the experience gained and after consolidating the position in the areas where prohibition is in force.

The total demand of excise revenue for the year 1953-54 compared with that of the preceding two years was as follows:—

Head of Revenue	1951-52	1952-53	1953-54
	Rs.	Rs.	Rs.
1. Duty on arrack, special liquor, proof liquor, beer and ganja.	40,72,270-3-0	31,67,097-7-7	30,43,035-9-9
2. Rentals from arrack, special liquor, toddy, ganja, beer, foreign liquor and opium.	1,62,50,905-5-3	1,41,60,950-9-7	1,25,66,438-14-0
3. Tree tax	9,16,021-5-9	8,94,046-14-6	8,08,700-5-1
4. Tree rent	26,858-15-3	3,865-10-6	26,753-11-0
5. Fines, confiscation etc.	19,882-2-0	35,314-13-0	52,620-8-11
6. Sale of arrack	..	71,45,664-11-10	6,52,597-2-9
7. Sale of ganja	51,996-1-6	46,639-8-0	89,050-0-0
8. Sale of opium	1,12,829-9-9	94,900-1-6	86,701-2-0
TOTAL	2,14,53,763-10-6	1,91,44,379-12-6	1,73,25,897-6-0

GOVERNMENT OF ORISSA

GENERAL

Prohibition measures in Orissa have been of two kinds:—

(1) total prohibition of liquor in selected areas and

(2) measures to tighten and control consumption of intoxicants in the other areas and with regard to intoxicants other than liquor in the prohibition areas.

As far as the reply to the questionnaire is concerned, we are mainly confining ourselves to the total prohibition of liquor in the prohibition areas and such other matters as may come incidentally in the other areas.

Liquor.—In 1947-48 Government decided to introduce prohibition and the eastern part of the districts of *Cuttack, Puri and Balasore*—east of the Railway line were declared prohibition areas. This, further extended to the entire old districts of Cuttack, Puri and Balasore (excluding merged areas and Angul) excluding the urban areas, *viz.*, Balasore town, Cuttack town, Bhubaneswar and Jatni (Khurda Road). In 1954, this was further extended so as to include these urban towns as well.

It may be mentioned here that in the above districts there has been considerable support from the people for our prohibition campaign. A large number of people feel that liquor is an evil, particularly in the rural areas. Even ordinarily there has been practically no drinking of arrack and distillery spirit. Toddy was consumed before prohibition. It is only in some areas where there are larger congregation of people that country spirit was taken and even then in a small measure. Having, therefore, a considerable degree of popular support it was felt that prohibition will be a success and our anticipations have proved fruitful. As a general case we can say that in the rural areas of the three districts where prohibition has been introduced, *liquor prohibition can be said to be successful to about* 95 *per cent.* We are detecting cases of illicit tapping for toddy, illicit sales of liquor here and there. But the impression is that such occurrences are few and public opinion supports us in our prohibition measures.

Prohibition has been introduced in the urban areas—*Cuttack Town, Balasore, Bhubaneswar and Jatni* Here there are a certain

number of people who have been accustomed to strong intoxicants for a long time and it appears they will not easily give it up. *The number of cases detected is also greater.* There has been also some opposition to the detection of cases and enforcement of prohibition from the people who are addicted to drink. This has been the first year's experience but on firm action it is felt that we can carry this through.

There are areas in Orissa where some measures of prohibition of liquor were in vogue from long before.

1. *Khondmals—Phulbani District**.—This area is mainly inhabited by Adibasis—Khonds. No country spirit shops have been allowed in this area. The Khonds brew their own liquor which they consume and use for religious and ceremonial purposes. No sale however is allowed. Certainly there is no prohibition in this area but no revenue is derived from liquor. In view of the deep seated custom of the people it is only by educative methods that they can be converted. The Government in Tribal Welfare Department have got a number of Ashram Schools and Sevashrams†. Social workers also are working who are trying to educate them. While the coverage by their efforts is small, the results are encouraging and show that these are in right direction. No penal measures have been taken to prevent the Khond from brewing his own drink.

2. *Baramba State*‡—Before integration of Orissa this was a native State. The Ruler did not allow any liquor or toddy shop. According to the existing Excise laws in force no liquor or toddy can be brought for consumption. The population is mostly of teetotallers. The area may be considered to be 'dry'.

In the areas other than those mentioned above and with regard to intoxicant drugs like opium, ganja etc. the following are the measures of control of consumption—

Sale is not allowed beyond the shop, the shop premises and the period of sale is restricted to certain hours. Quota for possession is prescribed and if anybody is found in possession of more than this amount, he is prosecuted under the law. The quota of opium which was given to the addicts is being regularly reduced every year and by 1959 it is expected that there will be no supply of opium except as a medicinal dose under medical advice.

The income from Excise has been gradually coming down on account of prohibition measures. The volume of sale and income

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*Area—779 Sq. Miles; Population—85,543; Total 50,346 Khonds (Census 1951)

† Phulbani District. (Khondmals Subdivision) 1 Ashram School. 10 Sevashrams

‡Area—143 Sq. Miles ; Population—59,500.

thereof depend not merely upon measures of prohibition alone but also on the market and crop conditions—whether the crop is good and whether people have money to purchase drinks. However, there has been a steady decline in the Excise income.

The Excise income forms a considerable part of income of the State.

PROHIBITION in respect of liquor only was introduced in one of the 13 districts of this State, *viz.*, Rohtak, with effect from the 2nd October, 1948, as an experimental measure in the hope of extending it gradually to other districts. Due to lean financial resources and heavy expenditure on the various Development Schemes, Government have, however, not been able so far to extend the experiment of Prohibition to any other district in the State. The Rohtak experiment alone is costing the State an annual loss of about rupees 3 lacs.

2. As enjoined by Article 47 of our Constitution, prohibition of the consumption, except for medicinal purposes, of intoxicating drinks and of injurious drugs, is the clear objective before the country, and the only problem is how to achieve this objective. Each State has its own difficulties, the most serious being financial stingency. The problem before this State is how to make good the loss in revenue that will result from the enforcement of Prohibition.

3. For the successful enforcement of Prohibition,—

(i) it would be preferable to enforce prohibition in as short a period as possible;

(ii) the loss in revenue to the State would not deter Government from enforcing total prohibition throughout the State; and

(iii) for enabling the Government to make the necessary administrative arrangements and readjustments and those engaged in the business of manufacturing, selling or distributing liquor to switch over to alternative sources of livelihood, wind up their present business and make all necessary arrangements, it is essential that the date, from which total prohibition will be enforced, is announced well ahead;

NOTE.—So far as the State of Punjab is concerned, Prohibition can never be a success till the contiguous areas of Pepsu and Himachal Pradesh also introduce Prohibition.

(iv) apart from the introduction of Prohibition throughout the country according to a phased programme, it is absolutely essential that the pattern should be uniform. For example, the *per capita* consumption of liquor should be worked out on a uniform basis for the whole country. If one State has a higher *per capita* quota, there is always

the danger of liquor from that State being smuggled into a neighbouring State with a lower *per capita* consumption quota. This particular problem exists at present, for, while in this State the annual quota of country liquor is of the order of 2,40,000 (round) L.P. gallons, there is no such quota fixed for the territories comprising Pepsu, with the result that liquor does find its way from Pepsu into Punjab. In short, there should be a uniform policy throughout the country;

(v) on the administrative side, the law dealing with excise crime should be made much more stringent;

(vi) Excise and Police staff in all districts will have to be adequately augmented and given sufficient mobility, if smuggling and illicit distillation, which more than any other factor contribute to the failure of Prohibition, are to be effectively eliminated. The Prohibition staff will also have to be suitably armed as in some parts of this State smugglers and illicit distillers carry fire-arms;

(vii) mere coercion will not bring about total Prohibition. A nation-wide campaign against drink and its evils will have to be launched. Propaganda through voluntary and paid organisations, educational institutions, social workers, etc., will have to be carried out; and

(viii) a very rigorous control over the possession, sale, transport, import and export of spirituous preparations will be necessary. The Union Government is already seized of this problem, and a Bill on the subject is being introduced in Lok Sabha.

4. *Loss of revenue to the State and how to make up for it.*—This State is at present deriving an annual revenue of about Rs. 1·5 crores from the sale of liquor and bhang and about Rs. 60 lacs from the sale of opium. The revenue from opium will cease with effect from the 1st of April, 1959, from which date the oral consumption of opium will be banned throughout the country.

There is already strong opposition to increases in taxation, and the people of this State are not going to take kindly to any further increase in taxation. Finding the ways and means of increasing the State revenues, is, therefore, going to be a ticklish task, and with the multifarious development projects which the State has taken in hand, it cannot view with equanimity any appreciable or sudden drop in its revenue. As the policy of Prohibition is to be implemented, the only alternative appears to be an annual subsidy from the Centre to the extent of the deficit caused by the progressive enforcement of Prohibition.

In this context, a mention must also be made of the additional expenditure which the State will have to incur on the enforcement of Prohibition. The non-recurring initial expenditure is estimated at Rs. 1·5 lacs, while the annual recurring expenditure on enforcement measures will be in the order of about Rs. 10 lacs.

PROHIBITION was introduced in the erstwhile Cochin State in 1947 and in the Travancore State in 1948. The first Taluk to go 'dry' was the Chittur Taluk in the Cochin area. In the Travancore area six Taluks *viz*., Thovala, Agasteeswaram, Kalkulam, Vilavancode Neyyattinkara and Shencotta were first declared 'dry'. Prohibition was gradually extended to other Taluks and is now in force in the following 14 Taluks:—

1. Thovala,
2. Agasteeswaram,
3. Kalkulam
4. Vilavancode,
5. Neyyattinkara
6. Trivandrum.
7. Nedumangad.
8. Chirayinkil,
9. Shencotta
10. Pathanapuram.
11. Kottarakara.
12. Chittur.
13. Talappilli.
    and
14. Granganore,

The Travancore-Cochin Prohibition Act, 1950 is in force in the Prohibition area. The sale and consumption of all kinds of intoxicants and alcoholic liquors have been restricted in the Prohibition area. They are allowed to be consumed by addicts only under a licence system mostly on medical grounds. The sale of essences which were being formerly misused has been completely stopped from 1st April, 1954.

Enforcement of Prohibition is attended to by the Excise Department of the State. The First Member, Board of Revenue is the Prohibition Commissioner. Officers of the Excise, Police and Forest Departments have also been declared Prohibition officers. A Flying Squad consisting of one Excise Circle Inspector, four Excise Inspectors, sixteen Preventive officers and eighty guards has been recent-

ly constituted mainly to help the Prohibition staff in putting down malpractices. Checking posts have been established at key positions of the borders of the Prohibition area to prevent the transport of liquor form the the 'wet' to the 'dry' area. Sign posts have been planted at the entrances to 'dry' area at important routes to demarcate the limit of the 'dry' area and to warn passengers.

Effect of Prohibition

Prohibition has gone a great way in reducing the drink and drug evil in the Prohibition area, though it cannot be claimed that the evil has been completely eliminated.

Approximate percentage of addicts still under the old habit is given below:—

i) Addicts of Arrack	..	15%
ii) Addicts of Toddy	..	20%
iii) Addicts of Ganja	..	10%
iv) Addicts of Opium	..	5%
v) Addicts of Foreign Liquor	..	15%

Prohibition has done immense good to the poor classes who were formerly additcted to the drink evil. It has surely resulted in the improvement of their economic, social, health and moral standards. Prohibition is a necessary step in raising the standard of living and consequently it has raised the economic status of the drinking classes. In their health and moral standards also, there is steady improvement. But in the case of the few addicts who still carry on in their old ways, Prohibition has adversely affected them economically and otherwise as drink has become costlier in the area.

Prohibition has a salutory effect on the efficiency and well being of labour.

Women in general welcome prohibition and are staunch supporters. Prohibition has done away with unwholesome drunken brawls in many a home and thereby it is a source of relief to the womenfolk. Customs and caste observances in the State do not oppose or hamper prohibition.

In general, it cannot be said that Prohibition has led to increased illicit distillation. But in certain areas, it has to be admitted that this is the case. This is due to the fact that it offers a good source of profit. Unemployment is also another cause. If employment could be provided for one and all, this evil will go down gradually.

Machinery for enforcement

At present, the Excise Department is attending to the enforcement of prohibition. The present administrative machinery can be

effectively used for the enforcement of Prohibition if only more facilities and finances are provided. The Prohibition staff is working under handicaps like lack of equipments, arms and ammunition, absence of sufficient number of fast moving vehicles for the staff etc. Prohibition cases are not easy to detect and are often not devoid of personal danger to detecting officers. All the men have to be given training in the use of lathi. Musketry training should also be given. All subordinates should be provided with lathis and sufficient number of firearms and a jeep or a van provided to each range so as to form a mobile column. Unless a sufficient number of staff can reach a place of offence within a few minutes of getting information, no useful purpose will be served. Naturally all these are expensive, but if prohibition has to succeed, expense has to be incurred.

In view of the directive principle of State Policy laid down in Article 47 of the Constitution, Prohibition has to be taken up as an all India question. Instead of leaving each state to formulate its own prohibition laws, it would be better that the enactment of Prohibition Laws and rules are taken up by the Centre and an all India Prohibition Act with rules sufficiently strict and enforceable is formulated. The present Acts have various loopholes which an expert lawyer can twist and turn to save his clients. The Supreme Court judgment in the Bombay case questioning the validity even of certain sections is an example to show that the Prohibition Acts require a good deal of looking into. This work has to be entrusted to an expert legal body.

All India and all State Prohibition alone can succeed. Prohibition has to be introduced throughout the Union. This would be more effective than introducing Prohibition in States. Probably consideration of finance is standing in the way. But in a noble cause like Prohibition, finance should not be the main concern. It may once again be reiterated that unless finance is plentyfully forthcoming for enforcement and propaganda, prohibition is not likely to succeed. A luke-warm policy and a partial failure at the initial stage would make enforcement an uphill work. Financial gaps due to the scrapping of Excise revenue have to be filled up by other sources. The recommendations of the Taxation Enquiry Committee may be helpful in the matter.

Though the Prohibition Staff is working under handicaps, corruption among Prohibition officials is scarce in this area. The low pay of subordinates and the enormous profits that can be had from supporting illicit sale are factors to be noted. The way to end corruption would be a well paid, contented staff with reasonable facilities of work All Government and quasi-Government organisations

should be made to help enforcement and propaganda. Railway and transporting agencies, both Government sponsored and private, can do a great deal in stopping bootlegging and illicit traffic by properly insisting on declaration of contents of packages and taking deterrent action in cases of false declarations. Industrial undertakings may impose a penalty on such of their workers who violate Prohibition Laws. All these require correct and intensive propaganda and proper legislation.

Vigilant and proper prosecution and deterrent punishment by Courts are a desideratum for the success of the prohibition policy. In this respect, much improvement has yet to come. As already stressed, facilities for work by the Prohibition staff are very much lacking. Again, the staff and officers have to be trained men. It is better to start giving them a training. Many of the men, including officers are not well up in Prohibition Laws and in conducting prosecutions before the Courts, so much so, the number of acquittals in Prohibition cases is large. At present there is practically no support from the public in Prohibition prosecutions. They carry on a policy of non-interference with the neighbour's activities against prohibition laws and practically no one wants to estrange his neighbour by giving evidence against him in Prohibition offences. An other factor is that in most cases the witnesses are working men or the low middle-class. By attending court as a witness, he loses his daily earnings. He is not even paid the batta due to witnesses. This has to be remedied. Coming to the judiciary itself, there is a feeling that proper punishment is not given in Prohibition cases. The punishment has to be deterrent so as to turn the offender away from such crimes in future. The judiciary must be made to understand that Prohibition offences are offences against society and unless it takes an interest in the matter, the State can never become a Welfare State. Just to give an example, the imposition of a fine of, say, a few rupees on a millionaire for bootlegging, is going to be of no use in stopping his activities in that direction.

Illicit traffic is not properly organised. It is certainly prevalent more in certain areas than in others. Want of employment, the existence of more addicts in the area, the facilities offered by centre for conducting illicit distillation, the nature of the people living in the area etc., are contributive causes.

Among the students and women folk, drink habit is less and is not a serious problem in this area.

Response of Public and Propaganda

Response from the public is not what a staunch supporter of prohibition would wish it to be and is disappointing. This is mainly

due to want of proper and intensive propaganda and the indifference of ordinary man as to what his neighbour does so long as it does not affect him and his desire not to alienate the neighbourly feeling of his neighbour. Unless the general public is made to feel that prohibition offences is a heinous social crime whether the offence committed has immediate repercussions on his neighbour or not, co-operation of the proper calibre is likely to be lacking. For this, propaganda work has to be intensified. The Village Panchayats, educational institutions and social welfare workers may fruitfully take up this work. This also require financing at the early stages. Instructions in schools and colleges would be very welcome as a long-range policy. Vigilance committees would be useful only if the proper type of men would available. Otherwise it would hamper more than help the prohibition programme.

Counter-attractions and Unemployment Aspect

There has been considerable dimunition in bad behaviour, brawls and family quarrels. Counter-attractions like free cinemas with good moral background, providing play grounds and recreation grounds and above all providing work for the unemployed would help good deal in eradicating this evil. Handicrafts adaptable to the locality may be taught in free schools if possible. Unemployment has to be eradicated if prohibition is to succeed. Prohibition has caused unemployment *viz.*, to tappers, contractors and their families. This may be counteracted by intensifying the Palm gur development scheme.

Financial Aspect

Excise revenue is a sizable income of the State. Prohibition has certainly affected this income very adversely. In this State about 30% of the area is under Prohibition. The Excise revenue from the portion that has not yet gone 'dry' was Rs. 240·4 lakhs in 1953-54. Adding a proportionate amount for the 'dry' portion also, the State will suffer a loss of Rs. 343·4 lakhs if total prohibition is introduced. Other sources of income have to be found out and the Central Governmet has to come out and help the States with subsidy when necessary.

Prohibition Committees

Prohibition committees may be useful for propaganda and for forming public opinion. But proper men should be forthcoming. In the earlier stages of the introduction of Prohibition in the State, such committees existed. Later on, they were abolished as they were found to be superstructure and as some of them were not functioning properly. The Village Panchayats may be asked to take up the work.

Frequent reviews of the working of Prohibition would be useful.

Detection

The following gives the number of prohibition cases detected during the last four years.

Year	No. of Cases
1951-52	1059
1952-53	1349
1953-54	1268
1954-55	2360

Up to the end of February

GOVERNMENT OF UTTAR PRADESH

In Uttar Pradesh we have at present prohibition in the following eleven districts *viz.*, Etah, Mainpuri, Farrukhabad, Badaun, Sultanpur, Pratapgarh, Jalaun, Kanpur, Unnao, Fatehpur, and Rae Bareli and in the religious towns of Vrindaban, Hardwar, Rishikesh. This meant sacrifice of a revenue of Rs. 1,39,62,139 per annum. Since 1949, however, prohibition has not been extended to any further area. Year before last, with a view to assess the success or otherwise of prohibition a comprehensive set of questionnaire was issued in the dry districts and data collected by the method of random sampling. This data had been compiled by the Economics and Statistics Department. It is correct that the basis of this data is meagre, but it appears to give an approximately correct expression of the sentiments of the people. From the data collected it appears that prohibition has been successful in achieving its primary objective of reducing, if not eliminating, the drink and drug habit. Prohibition has also definitely resulted in an improvement in the general standard of living of the addicts. It also appears that among the labour classes in dry area it has improved the standard of living of the people and in concentrated labour colonies particularly there is hardly any public drinking and naturally, therefore, the resultant quarrels and affrays have been almost completely eliminated. The replies to our questionnaire also elicited the information that prohibition has been welcomed by the women folk.

Government consider that in order to make prohibition effective it is essential that a uniform policy throughout the country should be followed. The extension of prohibition area-wise can hardly be successful. An all-India policy, as followed in connection with the prohibition of oral consumption of opium by 31st March, 1959, would be more successful. There is only one source which supplies opium to all the different States, *i.e.*, Narcotics Commissioner. Quotas of the various States for the oral consumption of opium is steadily being decreased from year to year, and, as stated above, there would be total prohibition of opium by a certain date (*viz.*, 31-3-1959). It is expected that this policy of gradual reduction in the quota would be effective and there would be hardly any problem of the smuggling of opium from one State into the other. If a similar uniform policy is adopted in connection with the other intoxicants, then the chances are that it would be more successful than various States taking their own line of action in this matter independently.

M. L. D. S. LIBRARY MADRAS.

This Government is of the view that further measures for prohibition in the State should be taken by stages, during the next about three years, with a dead-line on March 31, 1959. During this period the number of shops as well as quotas should be gradually reduced.

With regard to ganja, however, the Uttar Pradesh Government propose, as one of the stages to further the policy of prohibition to prohibit its use in the State completely with effect from April 1, 1956.

The implementation of Article 47 of the Constitution would imply not only loss of revenue, of the order of nearly Rs. 4·6 crores, as envisaged in the budget for the current year, but also an additional expenditure of at least 0·75 crores on staff etc., for prevention and education propaganda for prohibition.

The following figures of revenue derived from various intoxicants in this State may be of interest:—

Revenue derived from various intoxicants in U. P.

(in thousands of rupees.)

Year	Country Spirit	Opium	Hemp Drugs	I.M.F.L. & Foreign Liquor	Tari	Total
1946-47	3,59,60	53,48	1,02,30	45,36	23,57	5,84,31
1947-48	3,89,00	68,54	1,11,00	48,25	22,00	6,38,79
1948-49	3,54,00	65,00	88,00	60,86	23,50	5,91,36
1949-50	3,45,00	53,00	52,75	36,92	20,00	5,07,87
1950-51	3,59,00	61,00	50,00	38,22	21,50	5,29,72
1951-52	3,64,00	74,27	41,50	47,68	21,50	5,48,95
1952-53	3,13,00	61,00	41,50	43,33	24,00	4,82,83
1953-54	3,00,00	53,73	41,50	44,50	24,00	4,63,73

The sources of revenue available to the State Government are highly inelastic in nature and the Government of India should, if it is decided to further the policy of prohibition, come forward to subsidize the State Government to the full extent of the loss in excise revenue and the additional expenditure involved in its implementation. This will be unavoidably necessary in view of the commitments of the State in respect of the Five Year Plan.

GOVERNMENT OF KUTCH

THE POLICY of this Government has been to introduce prohibition by stages.

As regards opium, the policy of the Government of India to have gradual prohibition so as to have total prohibition by 1958-59 is adhered to and experience of the past years shows that the object is being achieved without any inconvenience to the addicts.

The question of prohibition was also discussed in a meeting of the State Development Committee in January 1955. The members of the Committee were in favour of introducing prohibition in Kutch.

Kutch being Part 'C' State, it follows the directions of the Government of India. Except for Gandhidham and other localities nearby, where much labour is employed which gets cash wages. there is not much drinking to be seen in the district.

II. REPLIES TO THE GENERAL QUESTIONNAIRE* ISSUED BY THE PROHIBITION ENQUIRY COMMITTEE

* For questions, please refer to page 63—70. These have been denoted by numbers in the subsequent form.

Question No. 1.— How far has prohibition been effective in achieving its primary objective of eliminating or reducing the drink and drug evil?

Answer.—The Andhra Prohibition Enquiry Committee has found that Prohibition has neither eliminated nor reduced the drink evil. It is, however, reported that drunken brawls and crimes due to drink have substantially gone down since the introduction of prohibition. It would seem therefore reasonable to conclude that the drink and drug evil has somewhat abated consequent on the introduction of prohibition.

Question No. 1(a).—What is the approximate percentage of old addicts who are still consuming liquor?

(i) Addicts of arrack;

(ii) Addicts of toddy;

(iii) Addicts of ganja, bhang and charas;

(iv) Addicts of foreign liquor.

Answer.—The Andhra Prohibition Enquiry Committee has reported that most of the old addicts continue to drink; that new addicts have also joined them and that estimates of the number of addicts now vary generally from 50 per cent. to 100 per cent. of the old number. No evidence of a statistical nature is however available so as to be able to estimate with any degree of accuracy the percentage of old addicts who are still consuming liquor or drugs. It, however, does seem that the decrease in the number of addicts is more marked in the case of arrack, toddy and ganja than in the case of opium and foreign liquor.

Question No. 2.—Has Prohibition resulted in any improvement in the condition of the drinking classes and has the general standard of living been in any way affected, and if so, how far and in what direction?

(a) Health;

(b) Economic;

(c) Social; and

(d) Moral.

Answer.—The Andhra Prohibition Enquiry Committee has reported that allowing for the effects of general improvement in economic factors such as wages and changes due to time, prohibition

has led to indulgence in deleterious drink resulting in the deterioration of the physique and efficiency of the labouring class both urban and rural. On the other hand, departmental enquiries show that generally the condition of the old addicts who have completely abstained from drinking has definitely improved socially and economically, while the economy and health of the families which are still indulging in illicit arrack have certainly deteriorated. There can be little doubt that the labouring classes and other poor classes who need. normally to spend a fair portion of their wages on drink in the pre-prohibition days have been able to register a perceptible improvement in their standard of living. It is, however, also noticed that prohibition has led to a widespread disregard of law in general and to increased consumption in certain departments of Government both helped by the absence of an active public opinion in favour of prohibition.

Question No. 3.—What effects has prohibition had on the efficiency and well being of labour?

(a) In rural areas;

(b) In urban areas;

(c) Labour colonies.

Answer.—This question is covered by the answer given under Question No. 2.

Question No. 4(*a*).—What is the attitude of women in general to the prohibition campaign?

Answer.—Women generally have welcomed prohibition since it has led to peace and additional money in their homes. However, there is a large number of women addicts, now as previously who consume expensive illicit liquor of bad quality. Indeed it is believed by some that since drink is now illicitly brewed or distilled in many houses, the habit has increased amongst women and the youth.

Question No. 4(*b*).—What are the customs and caste observances which either oppose or support prohibition? How shall we make use of the one and neutralise the effects of the other?

Answer.—It can generally be stated that this drink evil is not encouraged by any religious custom. On the other hand, the said evil is condemned in all classes of societies. It is, however, noticeable that amongst the lower classes, certain religious functions are utilised as occasions for a general orgy of drinking. It is a common feature among these classes for caste elders to sit in judgment over some misdemeanours committed by members of the caste, to levy and collect penalty from the defaulter and to spend the money so

collected for drink. Strict enforcement of law appears to be the only remedy against these occurrences of group drink.

Question No. 5.—Has prohibition led to increased illicit distillation, smuggling and consumption of deleterious substitutes? If so, what reasons would you attribute them to?

Answer.—The answer to this question is in the affirmative. The Andhra Prohibition Enquiry Committee found that the replies to a similar question circulated by them were unanimously in the affirmative. It is true that bootleg liquor is easily available and the reasons would appear to be on the one hand that the habit of drink still remains deep rooted and on the other hand that illicit distillation has proved a highly remunerative trade.

Question No. 6(*a*).—What administrative machinery would you recommend for proper enforcement of prohibition?

Answer:—In this State, Prohibition is being enforced by the Police in the districts of Guntur, Nellore and Chittoor and by the Prohibition staff in the remaining districts. The question of entrusting the enforcement of Prohibition work in the entire State to the Police, with a view to achieving a more efficient administration of prohibition, is under consideration of the Government.

Question No. 6(b).—What specific changes in the existing laws would you recommend for ensuring better implementation of the Prohibition policy.

Answer.—Provision for more deterrant punishments is indicated in the more serious types of offences such as illicit distillation, smuggling and sale of contraband.

A provision has to be incorporated in the Act making it incumbent on the courts to impose both imprisonment and fine not below a certain minimum and also to make grave offences non-bailable.

Question No. 7.—What corrupt practices have sprung up amongst officials and others consequent on the failure of enforcement and how could they best be eliminated?

Answer.—The main forms of corruption are the acceptance of regular payments of hush money for conniving with the traffic in bootleg liquor and of bribes for shielding those who are apprehended while committing a prohibition offence. Constant surprise visits by the higher officials (*incognito*) in the Department, would engender fear in the minds of the corrupt officials and tend to eliminate the malpractices obtaining. Prompt attention should be given to reports from the public against corrupt officials and all necessary arrangements (like trans, etc.) made to bring to book the

culprits immediately. Proper vigilance should be kept over the activities of the subordinates *i.e.,* constabulary, petty officers and Sub-Inspectors.

Question No. 8.—Would enforcement of Prohibition be helped, if prohibition went through by stages in states where no attempt has so far been made in that direction. Would this be more effective if the stages were fixed areawise or should it be done by other means?

Answer.—This question does not arise, so far as this State is concerned, for prohibition is in force throughout the State. In the case of States where prohibition has yet to be introduced it is recommended that Prohibition may be progressively introduced by means of rationed distribution.

Question No. 9.—What ought to be done by Government, Railways, and other industrial undertakings, public and private, in helping staff and labour employed by them to effectively participate in prohibition?

Answer.—Intensive propaganda for prohibition should be done by all Government, Railway and other agencies. These agencies should also provide alternative means of recreation and relaxation like cinema shows, dramatic performances, Bhajana parties, sports clubs, etc. particularly for the working classes.

Question No. 10 (*a*).—How would you link up other Social Welfare programme with the Prohibition Campaign?

Answer.—Officers in charge of Community Projects, National Extension Service, Harijan Welfare and Women Welfare activities may carry on propaganda in favour of prohibition as a normal item of their activities, Prohibition is intimately connected with the well being of rural folk which is the central aim of these social welfare activities.

Committees functioning. Their members consist of Collectors, Disgues, Prohibition Committees, religious and other organisations be used to assist in the campaign against drink?

Answer.—There are at present District Prohibition Advisory Committees functioning. Their members consist of Collectors, District Prohibition Officers, Deputy Registrars and non-officials. Non-official members of these committees and those of village committees, if and when formed, may avail themselves of Government propaganda machinery, deliver speeches and carry on propaganda against the evils of drink. They may also arrange dramas and other social and recreational activities in their areas as counter-attraction to drink.

Religious organisations may arrange to conduct Harikathas, Kathakalakshepams, and lectures during important festivals on the evils of drink.

'Burra Katha' may be an impressive medium of instruction in villages and in each district, a 'Burra Katha' party may be employed to go round the villages and carry the message of Prohibition to all men, women and children in villages.

Question No. 11.—Do you consider that constant prosecutions seizures, fines and imprisonment in pursuance of the Law have brought about any appreciable decrease in the sale and consumption of illicit liquor?

Answer.—Prosecutions, seizures, fines and imprisonment etc. have brought about appreciable decrease in the sale and consumption of illicit arrack. It is only the fear of being sent to jail for long terms of imprisonment that may perhaps serve as a check on some of the less hardened lot among them.

Question No. 12.—Are acquittals in court more frequent in prohibition crime than in other cases? If so, why?

Answer.—Acquittals are more frequent in Prohibition crime than in other cases on acount of the lack of independent evidence. Generally the only evidence in a prohibition case is that of the Prohibition Department. The Public are almost invariably unwilling to cooperate and even when they do so, are reluctant to give evidence in courts.

Question No. 13(*a*).—Do you consider illicit traffic in liquor is organised or sporadic? Can you give reasons to support your answer trom personal knowledge?

Answer.—Traffic in illicit drink is generally organised everywhere, but only on a local basis. As regards the smuggling of ganja and opium and particularly the latter there are wealthy inter-State gangs in operation. The traffic is generally lucrative and when any member of a gang is apprehended by the Law, it is not uncommon for the gang to compensate him or look after his family during his loss of liberty.

Question No. 13(*b*).—Do you find that such illicit traffic is more prevalent in certain areas or among certain classes? If so, can you give details?

Answer.—Illicit drink is more prevalent in urban and industrial areas than in rural areas where drink is brewed or distilled only for personal consumption.

Question No. 14.—To what extent has the drink habit spread amongst students? What remedies do you suggest to eradicate this evil?

Answer.—It cannot be said that the drink habit has spread amongst the student class to any serious extent.

Question No. 15.—Has the drink habit spread amongst women? If so, among what classes?

Answer.—The habit of drink has spread amongst women owing to widespread distillation in cottages; but it is still largely confined, now as previously, to the labour classes.

Question No. 16.—Has Prohibition received the active support of the general public?

Answer.—Prohibition has generally received no active support. On the other hand some sections of the public regard prohibition as an interference with personal liberties, which by and large carries no social advantages but merely encourages corruption and disregard for law and authority.

Question No. 16(*a*).—If the answer is in the negative, the reason for paucity of public support.

Answer.—The Ramamurthy Committee has given reasons for the general apathy as below:—

(i) Lucrative trade without much exertion;

(ii) Corrupt administrative supervision;

(iii) The natural difference between a law like the Prohibition Act under which there is neither an affected, aggrieved or interested party, and laws pertaining to the intrinsic nature of crime like theft, murder, etc. Under the Prohibition Act, there is continuity of offence;

(iv) Deficiency of public spirit;

(v) Absence of social stigma either in committing offences or undergoing sentences for convictions under the Act;

(vi) Fear of antisocial elements; apprehension of mischief at the hands of Prohibition offenders;

(vii) Psychological reaction against coercion.

Question No. 16(*b*).—Can you suggest any concrete steps for securing active support for this measure?

Answer.—Constant propaganda on the evils of drink may secure support from the public.

Question No. 17(a).—What kind of agencies or organisation would you suggest for continuous and effective propaganda on prohibition?

Answer.—The cooperation of private citizens who worked for the cause of the country and who believe in and work for prohibition, should be enlisted in the matter of propaganda. Such people should be employed as propagandists with honorarium for services rendered by them. The work of such propagandists should be made an integral part of the propaganda and publicity machinery of the Government in rural areas touching all aspects of moral development, entertainment and social uplift. They are to function under the control of the Collector.

Question No. 17(b).—What measures could be taken to checkmate vested interests employing power and money to bolster up opposition to Prohibition Policy.

Answer.—There are no vested interests employing power or money to bolster up opposition to Prohibition in Andhra.

Question No. 18.— What is the attitude of (1) the public and (2) Officers to drunkenness or to convictions under the Prohibition Law? Is it regarded as offence involving moral turpitude?

Answer.—Both the public and the law courts have unfortunately taken a light view of offences under Prohibition Law. The public have rarely shown any desire to bring cases to book or to offer evidence in court. Public interest, where present, has been confined to the corruption in the Prohibition and Excise Department. Courts of Law (except as regards cases of smuggling of ganja and opium) have generally inflicted light fines. Where imprisonment has been awarded, it has been nominal in nature.

Question No. 19.—Has there been appreciable diminution due to Prohibition in bad behaviour, brawls and family quarrels arising from drunkenness?

Answer.—Yes.

Question No. 20.—What is the programme of counter-attraction you would suggest to stabilise the good effects of prohibition?

Answer.—There should be an organisation in districts for propaganda, publicity and rural entertainment but it should not be linked specifically with Prohibition alone. Attention is invited in this connection to the answer under question No. 17(a).

Question No. 21.—What alternative avenue of employment would you suggest for those who are thrown out of employment as a result of prohibition?

Answer.—The Planning Commission has been addressed in this Government letter No. 15059-A1/55-2, Industries, Co-operation and Labour Department, dated 17-2-1955 indicating the steps taken by this

Government to find alternative employment to ex-tappers and seeking the advice of the Planning Commission to suggest effective measures for effecting a solution.

One of the chief measures undertaken by this Government to rehabilitate the ex-toddy tappers was the formation of Cooperative Societies of the ex-tappers for drawing sweet juice for the manufacture of palm jaggery or sale as beverage. The Andhra Prohibition Enquiry Committee, however, observed that the working of these societies had been a thorough failure and had led to much corruption and recommended that the system of forming Cooperative Societies to tap Neera and make jaggery should be abandoned and the existing societies cancelled. It may, on the other hand, be stated that so far the largest and most effective measure of alternative employment for ex-tappers has been found in palm jaggery production societies, where they find work of a type to which they are accustomed. Steps should be taken simultaneously to improve their working and eliminate the abuses. The starting of palm sugar factories would provide continuous employment to the ex-tappers and thus alleviate their lot. A stricter supervision of the Cooperative Palm-jaggery Societies should be maintained.

Question No. 22.—Total prohibition being our objective, what are the measures that you would suggest to suitably balance the finances of the States?

Answer.—Agricultural income tax may be a useful source of income.

Question No. 23.—How have the Prohibition Committees functioned in the States wherever they have been set up? If they have not been functioning well, what would you suggest for making them function effectively?

Answer.—The Committees have not functioned well and in many cases have not functioned at all. The remedy lies in choosing the right type of members to serve on the Committees, people who believe in prohibition.

Question No. 24.—Would you suggest frequent reviews of the working of Prohibition?

Answer.—Yes.

1. (i) About 25% (In Assam Country Spirit).
   (ii) About 10%.
   (iii) Not prohibited.
   (iv) About 30%.
   (v) About 40%.

2. (a), (b), (c) and (d). It is too early to make any estimate but it is believed that there has been some improvement in these matters.

3 (a). The tea garden managers of Menaka, Dumni and Fatemabad in the prohibited areas think that absenteeism has decreased in the tea garden and similarly improvement in effeciency has been noticed.

(b). The sweepers of Barpeta town have considerably improved their efficiency.

(c). There are no big labour colonies in the prohibited area.

4 (a). Women heartily welcome the campaign.

(b) The area under prohibition is chiefly inhabited by the caste Hindus and plain's tribals. The customs and caste observances of the former are in support of prohibition and those of the latter are not rigorously opposed to prohibition. The economic, educational and social position of the former should be pointed out to the tribals for their emulation and the general backwardness of the latter caused by drinking habit may be emphasised by intensive propaganda amongst them.

5. Excise offences in the prohibited area before enforcement were 148 in the Gauhati Sub-division in one year. Since prohibition in 4 months the offences are 153.

In the Barpeta Sub-division before the prohibition, offences in the previous year numbered 37 and after prohibition in the next year they numbered 94.

Before the prohibition in the Gauhati Sub-division there were only two officers and only one in Barpeta. The number of officers has been increased to 7 and 3 in the two Sub-divisions respectively. Increased detection is more due to increase in the number of officers than due to increase in the number of offences.

There has been no report of consumption of any deleterious substitutes.

6(a). The present administrative machinery of the State has been carrying on opium prohibition for a pretty long time and its past experience is expected to guide it correctly in its administration of liquor prohibition.

(b). The present law for the enforcement of the prohibition in the State has so far been found adequate.

7. The liquor prohibition so far enforced is in an area which is non-industrial and where consumption was small. As such, corrupt practice, if any, is negligible.

In case of enforcement of opium prohibition there were allegations of such corruption but increased association of non-officials with the official administrative machinery, eliminated much corruption and similar allegations are few and far between at present. Similar association of non-official bodies, in case of liquor prohibition is expected to keep down corruption.

8. The experience of this State is that prohibition should proceed by stages, area-wise, as it is easier to control and enforce effectively than to enforce it in the whole State at one time which is costly and difficult of supervision.

9. The Railway and other industrial undertakings should organise with the help of the Government in each such concern a small Prohibition Committee from amo[illegible] staff and labour. The Committee should have an office of its own and the industry should provide the committee with funds for purchases of stationery and payment to the workers. The Committee should consist generally of an honorary Secretary and three paid workers on a monthly emolument of Rs. 25/- each. The Government should have an officer for co-ordination.

10(a). In all welfare programmes now implemented in various areas, the honorary Secretaries of the prohibition Committees of those areas should be invited to take part in the deliberations of the workers implementing those programmes.

(b). The workers of these organisations should work in close co-operation with the enforcement staff and be given a legal status equal to that of the enforcement staff as is now being given to the prohibition officers under the Assam Opium Prohibition Act.

11. Yes.

12. No.

13(a). It is sporadic in the present area of prohibition. Sweepers and other persons specially accustomed to drink now residing in the

prohibition area are poor people. They are individually now and then, found bringing liquor from non-prohibited areas in small quantities—a bottle or few drams only.

(b). Such traffic is confined to few sweepers and Nepalese living and working in those areas. Some of the Nepalese know how to manufacture and distil liquor. They do so in small crude apparatus—the production not exceeding few bottles.

14. The drink habit amongst the students in the prohibited area is almost negligible.

The habit is generally confined to urban areas where hotels, restaurants, tea-stalls and such other shops sell liquor surreptitiously. This Government has already made possession of liquor in such places illegal. This measure has checked the habit to a great extent.

15. Excepting women of those castes whose customs permit drink this habit has not spread to women in this State.

16. Yes.

(a). Does not arise.

(b). Association of public bodies with the activities of prohibition work and formation of prohibition committees with legal status will secure active support for prohibition in this State.

17. Semi-official organisations as the opium prohibition committees of Assam seem to be suitable for continuous and effective propaganda.

In the Assam Opium Prohibition Act, provision has been made for externment of habitual opium smugglers. Similar action against vested interests may check bolstering up opposition.

18. Until recently, the attitude towards drunkenness was one of general indifference except in very rare cases. With the emphasis laid on prohibition, it has come to be regarded as an offence involving moral turpitude by a small section of the public and officers and this shift of emphasis is likely to gain momentum.

19. Yes.

20. More community radio sets, organisations for free amusements and cultural activities should be provided for to stabilise the effect.

Unemployment Aspect

In Assam, unemployment on account of prohibition will affect only a very small number of persons.

21. Assam prohibited opium by gradual restrictions spreading

the loss of revenue over a period of more than 10 years. If the loss of liquor revenue is similarly spread, the State will have time to develop new industries wherefrom new sources of revenue may be found out.

22. The committees are functioning satisfactorily.

23. Yes.

GOVERNMENT OF BIHAR

1. Prohibition has not yet been enforced in Bihar, hence the question does not arise.

2. Prohibition is not in force in Bihar, hence the question does not arise.

3. Prohibition is not in force in Bihar, hence the question does not arise.

4(a). Prohibition is not in force in Bihar, hence the question does not arise. Attitude of women is, however, expected to be in favour of prohibition.

4(b). Prohibition is not in force in Bihar, hence the question does not arise. It may, however, be said in general that customs, caste observances and religious functions of Adivasis in hilly and jungle areas require use of drinks and intoxicants. But in areas where the population is predominently caste Hindus and is opposed to drink, it will be easier to enforce prohibition among the low caste people in these areas.

5. Prohibition is not in force in Bihar, hence the question does not arise.

6(a). The present excise machinery should take over enforcement of prohibition with such increase as may be considered necessary when it is introduced.

6(b). The Bihar Prohibition Act of 1938 will do if it is enforced throughout the State.

7. There is no prohibition in Bihar, hence the question does not arise.

8. Prohibition will not succeed if it went through stages and were enforced in small areas. Prohibition should be enforced at least district-wise, but it would be more useful if it is enforced throughout the State or a big and compact area.

9. They should help prohibition officers in detection of cases when prohibition is introduced by State Government. They should take strong disciplinary action against their employees when they make breaches of the prohibition laws.

10(a). Evil effects of drinks and drugs should be explained to the people by those in-charge of social welfare.

10(b). They should help prohibition officers in detection of cases and should not shield culprits. They should also make vigorous campaign against the evils of intoxicants by means of articles, posters, films, discourses and pursuations.

11. Yes, but in order to check the menace of sale and consumption of illicit liquor, people should also be educated through propaganda.

12. There is no prohibition in this State, so this cannot be said.

13(a). At present illicit traffic in liquor is sporadic, as prohibition is not enforced in Bihar.

13(b). In Bihar, illicit traffic in liquor is generally in jungle and hilly areas of Chota Nagpur and Santal Parganas, where people (specially the aboriginals) like mahua liquor.

14. The drink habit among students is almost negligible in Bihar.

15. The drink habit among women is rare in high castes but among aboriginals this habit is due to use of liquor in all religious, quasi-religious and social functions.

16. There is no prohibition in Bihar, hence this question does not arise.

16(a). It does not arise.

16(b). It does not arise.

17(a). The State Public Relation Department should carry propaganda on prohibition. The non-political party such as Bharat Sevak Samaj and Adimjati Sewamandal may also do this work.

17(b). There is no such vested interest in Bihar.

18. There is no prohibition in Bihar, and the general atmosphere required for it is lacking.

19. There is no prohibition in Bihar, hence this question does not arise.

20. There is no prohibition in Bihar, hence this question does not arise.

21. The unemployment would occur mainly in the lower income group. Alternative employment may be found by providing for large-scale cottage industries and handicrafts under skilled supervision. The type of such industries and crafts will have to be decided upon in different areas with special references to the raw materials easily available in a particular area.

22. It would be difficult to gain all the revenue lost by prohibition. In Bihar itself, Government will have to sacrifice some revenue for this. But there is very great scope for industrialisation of this

State. Efforts can be made to industrialise this State, which will indirectly bring some revenue to State from various sources.

23. There is no prohibition in this State, and so the question does not arise.

24. There is no prohibition in this State, hence the question does not arise.

1. Even before the introduction of Prohibition drinking was confined to illicit as well as licit articles. After Prohibition, however, the consumption of licit liquor and toddy has been totally banned. Licit drugs are, however, available under a system of issuing permits to addicts. A quarterly cut in the original quota of addicts is effected so as to reduce their consumption to the bare minimum and it is anticipated that the progressive application of the cut system will ultimately eliminate the drug addiction.

Similarly permit system is also in vogue in respect of foreign liquor under which licit foreign liquor is consumed by the addicts. The extent of addiction can be measured.

(i) by the consumption of licit articles; and

(ii) by the consumption of illicit articles of which an idea can be had from the number of offences.

The below mentioned figures will give an idea of the consumption of licit drugs before and after Prohibition.

Year		Name of the drug	Number of permit holders	Quantity issued		
				Mds.	Srs.	Tolas
1946-47	(Pre-Prohibition)	Opium	No permit System	471	15	0
		Ganja		1158	10	0
		Bhang		174	33	0
1950-51	(Post-Prohibition)	Opium	20,605	61	36	0
		Ganja	4,241	23	13	0
		Bhang	457	5	1	0
1951-52	Do.	Opium	15,452	50	28	0
		Ganja	3,681	10	18	0
		Bhang	379	4	39	0
1952-53	Do.	Opium	9,826	29	15	6
		Ganja	1,055	7	28	0
		Bhang	120	6	0	0
1953-54	Do.	Opium	7,676	20	23	35
		Ganja	930	4	35	0
		Bhang	143	4	25	0

As regards consumption of illicit drugs the below-mentioned figures of offences in respect of drugs will give an idea:—

Year		Offences relating to	
		Opium	Hemp Drugs
1946-47	(Pre-Prohibition)	402	1,033
1950-51		1,328	2,130
1951-52		1,110	1,551
1952-53		1,271	1,594
1653-54		1,484	2,426

As regards consumption of illicit country liquor and toddy the figures in pre-prohibition year 1946-47 and in post-prohibition years *i.e.*, 1950-51 and onwards (for sacramental purpose) are as shown below:—

Year	Country liquor (Proof Gallons)	Toddy (Imper Gallons)
1946-47	10,92,625	1,40,74,650
1950-51	69·63	..
1951-52	86·30	..
1952-53	69·76	..
1953-54	33·23	..

The figures of consumption in respect of licit foreign liquor in 1946-47 (pre-prohibition year) and from 1950-51 onwards (post-prohibition years) given below show considerable amount of decrease in the consumption of licit foreign liquor.

Year	Sales (in units**)				Percentage on the basis of 1946-47
	Spirits	Wines	Beer	Total	
1946-47 .	54,21,384	71,666	6,96,469	61,89,519	100
1950-51 .	2,34,470	8,366	26,991	2,69,827	4·3
1951-52 .	2,86,789	10,392	40,560	3,37,741	5·5
1952-53 .	2,89,733	13,894	60,202	3,63,829	5·9
1953-54 .	2,59,167	11,866	62,881	3,33,914	5·4

**One unit of foreign liquor is equal to 1 quart bottle (26-2/3 ozs.) of spirits, or 3 quart bottles of wine or 9 quart bottles of fermented liquors of a strength exceeding 2 per cent of alcohol by volume or 27 quart bottles of of fermented liquors of a strength not exceeding 2 per cent of alcohol by volume.

The consumption of illicit liquor (country liquor, toddy as well as foreign liquor) can be judged from the figures of liquor cases detected in 1946-47 (pre-prohibition year) and in 1950-51 onwards (post-prohibition years) given below:—

Year	Liquor offences
1946-47	14,062
1950-51	47,441
1951-52	64,944
1952-53	89,174
1953-54	102,612

Judging from the above figures of licit consumption and the number of offences it can be said that about 30% of the previous addicts are still consuming liquor and drugs.

(*i*) Addicts of arrack	Please see remarks above.
(*ii*) Addicts of toddy	Do.
(*iii*) Addicts of ganja, bhang and charas	Do.
(*iv*) Addicts of opium	Do.
(*v*) Addicts of foreign Liquor	Do.

2. Prohibition has been instrumental in bringing about remarkable changes in the conditions of living of the drinking classes who are predominantly from the poorer and backward classes and has raised their standard of living

The money which now remains unspent on account of non-availability of intoxicating liquor and drugs finds its uses in fruitful directions. The debts incurred before are now being repaid, houses are being repaired or rebuilt, earthen ware utensils are being replaced by copper and brass ones, the ex-addicts are now able to afford better food and clothing, they are able to make ornaments for their wives and give toys to their infants and education to their children. Quite a number of them are able to perform religious ceremonies and marriages of their dependants in a decent manner. Most of the ex-addicts have been able to improve their farm lands and purchase new and modern farm equipment and livestock. Resort by the poorer classes to cinemas, and other places of public entertainment is more frequent. This is reflected in the increased receipts of entertainment tax. The most obvious and outstanding effect of prohibition is the release of purchasing power to the extent of 35 crores of rupees in the hands of people who needed them most at a critical time when economic conditions were not satisfactory. It is only when the standard of living has attained a reasonable

level that the extra purchasing power released by prohibition will flow into more productive channels, such as investment in National Savings Certificates and Post Office Savings Banks. Money which was spent by addicts after drink is being partly invested in the savings schemes and it is one among many other factors responsible for the increase in the investment under the savings schemes. Cases of ex-addicts taking to new trades and professions, such as hotels, flour mills and petty shops have also been reported. The fact that new lines of business could be opened up in spite of adverse economic condition is an indication of how prohibition has proved economically beneficial to the people of the State.

(b) The improvement in the conditions of the ex-addicts has been a great asset to the society at large. The ex-addict who was formerly considered as a discarded fraction of the society has now regained his lost prestige and is looked upon as an active and useful member of the society. Improvement in the neighbourly relation is clearly visible due to the absence of the street brawls and drunkenness and absence of family squabbles.

(c) The ex-addicts are reported to have improved in their health, and absenteeism due to drinking has considerably decreased.

(d) The evil influence of the drink habit having almost disappeared the ex-addicts are now seen to be diverting their thoughts towards betterment of their dependants. Some instances have come to notice where the ex-addicts have collected funds for building temples, schools, etc. The leisure hours formerly wasted in the miserable drinking houses are now utilised in singing bhajans or powadas and such other recreational activities.

3. As a result of prohibition the labour class is now able to save money which was formerly squandered on drink and drugs except of course in respect of the few who resort to illicit liquor. This saving of money has been helpful to them in improving their living conditions. Since they do not while away their time in the drinking houses they are able to pay more and better attention to their work especially in urban areas. Their women-folk and children are now living a happier and healthier life.

4. Prior to the introduction of prohibition, the wives of the ex-addicts and their children were ill-fed, ill-clad and uncared for. Quarrels, beatings, crying were the usual daily scenes at the houses of the ex-addicts. The scenes have, after the introduction of prohibition, entirely changed, and naturally the womenfolk bless the prohibition campaign.

Barring the Bhils and lower class people who used to consume liquor on ceremonial occasions and the Christians and Jews who used sacremental wine for religious purposes and Parsees who used country liquor for religious purposes, there were no other people whose custom opposed prohibition. Arrangements have been made to provide sacramental wine or country liquor required for religious purposes by the Christians, Jews and Parsees. The Bhils etc. have adjusted themselves to the measures of prohibition. In addition to the above, there are some people who use liquor at home. Their custom of drinking liquor cannot be said to be in support of prohibition. But in view of the fact that they are permitted to drink liquor only under permits and that too with certain restrictions, the effects of the custom observed by these people are almost neutralised. It may be remarked here that Muslims as a class have no customs or caste observances requiring indulgences in liquor because there is a religious Prohibition in their religion.

The same applies to Brahmins and other high caste Hindus. Their co-operation and support can be easily enlisted for winning over other people who indulge in liquor.

5. Yes, there has been an increase in illicit distillation, smuggling and consumption of deleterious substitutes after the introduction of prohibition. Some addicts who have not yet been able to adjust themselves to abstinence go in for illicit liquor and other alcoholic preparations to satisfy their craving. Their sources of supply are the illicit distilleries and smugglers who find the occupation very lucrative.

The consumption of spirituous medicinal preparations containing high percentage of alcohol has also been on the increase. Since there are no restrictions on such preparations (except those which are declared as "Notified Drugs" under the Bombay Drugs (Control) Act, 1952 or those which are declared fit for use as intoxicating liquor under the Bombay Prohibition Act, 1949), the addicts are able to satisfy their thirst with impunity and the unscrupulous manufacturers exploit their craving by turning out a number of varieties of such preparations for sale.

6. The present machinery for the enforcement of prohibition, namely, the Police, appears to be quite suited for the proper enforcement of prohibition.

In order to suggest changes in the existing laws it is necessary to realise the difficulties experienced in the implementation of the prohibition policy. The main difficulty is due to the limitation on

the power of the State Legislature to enact a sufficiently strong legislation because of the following, namely:—

(i) Prohibition of intoxicating drinks and drugs is a subject matter in the State list and not the Union List. A State Legislature cannot pass a law which conflicts or interferes with any provision of a Union law;

(ii) Fundamental rights under the Constitution;

(iii) Exclusion of "Consumption for medicinal purposes" from the scope of prohibition in Article 47 of the Constitution.

The High Court and the Supreme Court both held in Shri Balsara's case that the restrictions imposed by the Bombay Prohibition Act, 1949 on medicinal and toilet preparations containing alcohol were unreasonable as they offended against the fundamental rights of a citizen to acquire, hold and dispose of property guaranteed under Article 19 (1) (f) of the Constitution and they were invalid.

The restrictions on possession, purchase and sale of spirituous medicinal and toilet preparations were therefore removed. These praparations became free. The most natural outcome was that those who wanted to satisfy their craving for liquor resorted to drinking medicinal preparations containing alcohol. The demand for such medicinal preparations increased with consequent increase in their manufacture.

The State Government tried to limit the local manufacture of such praparations to legitimate limits but then such preparations began to pour in from other States, as the State Government had no power to control inter-State trade.

Homoeopathic preparations are now sold as mother tinctures and dilutions in pound bottles. As these preparations defy chemical analysis, rectified spirit is passed on to the people under the name of medicinal preparations. Similarly, many spurious medicines containing alcohol and little of drug or some coloured matter pass off under the label of medicinal preparations. The recent judgment of the Supreme Court in the Pesikaka's case has made the position still worse. The onus of proving that the accused person has consumed prohibited liquor is now on the posecution. It is therefore a common plea with the accused charged with the offence of consumption of liquor that he had consumed non-prohibited liquor, *i.e.*, a medicinal preparation. In the case of a person who is found drunk, it is very difficult to prove what he drank and therefore most of the persons found drunk escape conviction. This has resulted in the spread of consumption of tinctures. Hotels, restaurants, grocery shops and even barbers' shops are selling tinctures.

The Bombay Prohibition Act, 1949, and the Drugs Act, 1940 have proved helpless in this matter. Similarly, French polish prepared out of denatured spirit is also free from any restrictions under the Bombay Prohibition Act, 1949. As it contains only 5 to 10 per cent. of solid matter like shellac and 95 to 90 per cent. of denatured spirit and as the solid matters easily settle down, it is used for potable purposes.

Medicinal preparations and French polish are a great obstacle to the successful implementation of the prohibition policy.

It is expedient that the State Government should be given power or should at least be armed with a Central Legislation to control the increasing trade in spirituous preparations. Unless this is done, it will not be possible to check the present abnormal use of medicinal preparations for the purpose of intoxication.

To overcome the difficulty regarding the Homoeopathic preparations containing alcohol and other spurious preparations passing under the name of medicinal preparations, the following suggestions are made:—

(1) The Drugs Act, 1940 should be made applicable to all drugs irrespective of the system to which they belong *i.e.*, whether Unani, Ayurvedic, Homoeopathic or any other. Requisite exemptions, if necessary can be granted under Schedule 'K' of the Drugs Rules, 1945.

(2) The present guiding principles for the grant of a licence in Forms 20 and 21 under Rule 64 of the Drugs Rules, 1945 should also be made applicable to the grant or refusal of a licence in Forms 20A and 21A under Rule 62A of the said Rules.

(3) The recommendations of the Pharmaceutical Enquiry Committee should be accepted and implemented. The recommendations are:—

(i) The production of tinctures for which no standards exist and which are not found in the British and other Pharmacopoeias should be prohibited;

(ii) The production of tinctures which are in older editions of the Pharmacopoeia and for which genuine demand exists, should be allowed to be produced on the basis of production and consumption before the introduction of prohibition.

(iii) On those of the tinctures which appear in the latest edition of the Pharmacopoeia and are liable to misuse, the (Excise) duty should be raised to the same level as on pure Ethyl Alcohol *i.e.*, Rs. 70-5-0 per proof gallon.

(4) A Central Act should be enacted to control inter-State trade and commerce in spirituous medicinal preparations and other articles containing alcohol, which the State Governments deem necessary to control.

The difficulty experienced on account of any provisions in the Constitution, such as fundamental rights under Article 19 (1) (f) or Article 47 excluding the consumption for medicinal purposes from the scope of prohibition, may be removed by suitably amending the said provisions. Medicinal preparations should be allowed only under the prescription of a registered medical practitioner.

In addition to the above, the following suggestions are made:—

(1) As the licences under the Drugs Act, 1940 are being issued on the recommendations of the Drugs Inspector, who is in fact, not expected to be aware of the *bonafides* of all local applicants as his jurisdiction extends to several districts, the licensing authority should call for the remarks of Police Officers through the District Magistrate, about the *bonafides* of applicants before granting the licences. This practice should also be followed at the time of the renewal of the licences, in existence; the Police reports will be very useful to consider the *bonafides* and the local activities of the persons who hold licences or who apply for the grant of new licences.

(2) Under Sections 22, 23, and 32 of the Drugs Act, 1940 the Police Officers as well as the Prohibition and Excise Officers of and above the rank of Sub-Inspector, should in addition to the Drugs Inspector, be empowered to take *suo motu* action to search the premises of any person, suspected to be in possession of sub-standard drugs for sale and to prosecute him, if found necessary, with the sanction of the District Magistrate.

(3) According to Section 22(c) of the Drugs Act, 1940, the time limit required for the completion of the investigations is prescribed as 10 days only, which is quite insufficient as it is experienced that more time is required for receiving opinions of the Chemical Analyser. This time limit may, therefore, be suitably extended.

7. There is no failure of enforcement of prohibition as such However, such corrupt practices as leakage of information, accepting bribes from illicit distillers and bootleggers, breaches of Prohibition Law by Officers themselves have sprung up among Officers and others. Attempt at high level is necessary to prevent leakage of information, remove the impression that officers entrusted with enforcement are themselves breaking the law by drinking illicit liquor or resorting to corrupt practices and are in receipt of 'hapta' or are in any way interfering with the *muddemal*. It would be futile to deny that such cases exist specially at low levels.

Corrupt practices in this respect are not in any way different from such practices in respect of other offences. The same measures as are taken for preventing the latter type of corruption should be adopted in this type of corruption also.

8. In this State, Prohibition was introduced throughout the State by gradual stages *i.e.,* in the 1st year of Prohibition (1947-48) reduction of 25 per cent. in the consumption was made by reducing the ration by 25 per cent., closing 25 per cent. of the shops, reducing the alcoholic strength of liquor and closing the shops for 2 days in a week. The same reduction was further made in the next year by closing 50 per cent. of the shops, reducing the consumption by 50 per cent., closing the shops for 3 days in a week and in the 3rd year by increasing the above limits to 75 per cent. and the number of closure days to 5 days in a week. This gradual reduction culminated in total Prohibition in 1950-51. From the experience gained by this State it can be said that gradual introduction on the above lines is better than introducing Prohibition area-wise or introducing Prohibition at once throughout the State in the beginning of the 1st year only.

9. It is well known that addiction to drink and drugs is generally the result of lack of recreational facilities. If, therefore, Government, Railways, and other public and private institutions provide ample recreational facilities such as recreation centres, canteens, where nutritious food would be available at reasonable price, it would go a long way to enliven the interest of their employees in prohibition. The employees should also be encouraged to form their own clubs, etc., where they could perform dramas and arrange programmes of variety entertainment. Simultaneously, provision should also be made in their Service Rules to inflict deterrent punishments on those violating the prohibition law.

Recruits for employment in this Department are required to give an undertaking that they would not take intoxicating liquor or drugs.

10 (a). Under all schemes of social welfare the main objective is mental and physical well-being of the people. For this purpose, abstinence from drink and drugs is quite essential. Propaganda in respect of such schemes should, therefore, lay emphasis on abstinence from drink and drugs.

10 (b). The services of Temperance League, Prohibition Committees, religious and other organisations have already been utilised for prohibition propaganda [*vide* reply to Question No. 16(b)]. These Institutions can also approach other agencies and induce them to take up prohibition work. They can enthuse social workers not to slacken their efforts and also guide them as to how best their efforts can be directed in the right direction. These institutions can concentrate their efforts in areas notorious from the prohibition point of view and ensure success of prohibition. For this purpose, its members or groups of members may visit such places, contact the local people and persuade them to give up their anti-social activities. The institutions can help much by lectures, personal contacts, articles in the press, discussions, debates, etc. They can also undertake educational activities among the masses for enlisting their sympathy, support and co-operation. The reformative and educational side of prohibition propaganda cannot be over-emphasised, for, this alone in the long run will pay good dividends.

11. Prosecution in respect of liquor cases can be divided into two categories:—

(i) Prosecution for possession and consumption;

(ii) Prosecution for distillation and sale.

As regards (i) *i.e.*, possession and consumption, prosecutions, fines, seizures and imprisonment have got a deterrant effect as there is a sort of moral obloquy which leads the offenders to deter from committing offences again, but it is not true in the case of (ii) *i.e.*, distillation and sale as the traffic is carried on through hirelings and the real offenders have not to face any prosecution or undergo imprisonment. In their case, therefore, there is no such deterrent effect. It can be affirmed without fear of contradiction that fines and forfeitures have generally no deterrant effect in reducing consumption and sale of illicit liquor, but imprisonment has such effect.

12. Yes; Acquittals are more in Prohibition cases due mainly to the panchas turning hostile and the delay in the disposal of prohibition cases which render opportunities to offenders to tamper with evidence and score acquittals. And also as a result of the decision in Pesikaka's case it has become very difficult to secure convictions in consumption cases.

13 (a). Illicit traffic in liquor appears to be somewhat organised in industrial cities and towns where there is a market for liquor. In the rural areas illicit distillation is sporadic. During the pre-prohibition days, the consumption of liquor in urban areas was heavy. Naturally the persons addicted to drink are found in large numbers in urban areas. After the introduction of prohibition these addicts are unable to get licit liquor, and to quench their thirst for drink they resort to illicit stuff. This state of affairs has created a market for illicit liquor in cities and towns.

In the rural areas where there was not much demand for even licit liquor, there is not much scope for illicit traffic in liquor. Hence the illicit traffic in these areas is sporadic.

13 (b). It will be seen from the above reply that illicit traffic is more prevalent in industrial cities and towns where there is a demand for liquor. The illicit traffic is taken up by the persons thrown out of employment due to the introduction of Prohibition and also by the persons who are after easy money. The margin of profit in the illicit traffic in liquor is so great that the unemployed and the other persons referred to above do not hesitate to take the risk involved in such illicit traffic. Moreover, as explained while replying to Question No. 11, the illicit traffic is carried on through hirelings who are seldom let down by the ring-leaders and hence there is no dearth of hirelings and the illicit traffic is carried on unabated.

14. The drink habit does not appear to have spread amongst students. However, to inculcate hatred for drink and drugs in the minds of the younger generation, steps have been taken to incorporate suitable lessons in the Text Books prescribed for the students. Teachers in both schools and colleges should be recruited on giving an undertaking that they do not consume intoxicating liquors and drugs.

15. The drink habit has not spread amongst women. There might be some stray instances where women in backward classes might have been taking drink occasionally during the pre-prohibition days.

16 (a). The Bombay Legislature unanimously accepted prohibition as the policy of Government and passed resolutions to that effect more than once.

The co-operation sought from the public may be divided in two broad categories, *viz.*, for ameliorative activities and for enforcement. As far as the former is concerned, there is no dearth of co-operation and various agencies are helping to organise recreation

and propaganda activities. Prominent among such agencies are social service institutions, educational institutions, co-operative societies, village panchayats, etc. The keen interest taken by the above mentioned agencies and the active co-operation rendered by well known social workers and local leaders have been largely responsible for mobilising public opinion to a large extent.

As regards public co-operation in respect of enforcement, the position is not quite satisfactory. The help rendered by members of the general public to the police by way of giving information about prohibition offences, or the offenders or acting as panchas is not to the desired extent.

There are various reasons for this lack of public support in the enforcement of prohibition measures. In places where prohibition crime is prevalent on an organised scale, the people are afraid to come forward with the information, for fear of reprisals from the offenders or their co-workers. To act as panchas in prohibition cases is also not without the risk of incurring the enmity of the offenders. There have been instances when the public have helped the offenders to get free from police custody and in several cases police staff has been assaulted.

16(b). Prohibition is a social reform of such a magnitude that it cannot become successful without substantial public support. Legal action alone cannot succeed unless it is accompained by the firm backing of public opinion and a firmer will to banish the drink evil. This kind of public support has to be intelligent with a view to enlisting the support and co-operation of the public to the reform. Government has associated well-known social workers, local leaders, social welfare institutions, educational institutions, etc. in the field of prohibition activities. The services of religious leaders like Shri Gadge Maharaj have been utilised for the furtherance of prohibition policy particularly among the masses. With a view to bringing home to the intelligentsia the facts and figures regarding the effects of alcohol and the benefits of prohibition, Government has been buying copies of the quarterly magazine, "Alert" in English published by the National Temperance Society of India which is a member of the International Temperance Association. Very recently Government has appointed well-known social workers as Prohibition Propaganda Officers for enlisting the public support to the cause of Prohibition. Government has also introduced lessons on prohibition in school text books with a view to inculcating the spirit of abstinence in the young.

Government in the very beginning set up a Prohibition Board consisting of social workers and eminent personalities in the various

fields to advise it on the successful implementation of the prohibition policy. One of the tasks of this Board was to educate and mobilise public opinion to give its support to the policy. The Education and Propaganda Sub-Committee of this Board decided that to convince persons who are sceptical or opposed to prohibition and to enlighten, in general, different classes of the public it was necessary to adopt simple but popular and subtle methods of prohibition propaganda. Prominence has therefore been given by the Department to prohibition propaganda through films, lantern slides, posters, powadas, kirtans, dramas, bhajans, kalapathaks, etc. The channels of propaganda vary from district to district in accordance with the popularity of the particular medium, *e.g.*, the singing of powadas is popular in Maharashtra and hence in this region this channel of propaganda is much utilised as against the singing of duhas and bhajans in Gujerat and "Gi-Gi" songs in Karnatak.

The role of visual education in modern propaganda is very important, particularly in a country like India where a large number of people are illiterate. This channel of propaganda has been exploited for mobilising the active support of the people for the prohibition policy. Films are exhibited by the Director of Publicity who has supplied every district with one propaganda van. Thirty-two pamphlets which are collection of stories, one-act plays, articles, poems, powadas, etc. on prohibition written in very simple language and straightforward style are already published in the regional languages. These books are priced very low so that the maximum number of people can take advantage of them. Public support is also obtained by propaganda through gramophone records, posters, leaflets, etc. Every opportunity is also taken of exhibitions, melas, fairs, festivals, etc. to gain the support of the public for the prohibition policy.

17(a). *Vide* reply to question No. 16(b).

17(b). Generally the section of the public that tries to bolster up opposition to prohibition is the intelligentsia in big cities. Naturally the simpler means of propaganda adopted in the case of the masses do not have any appeal to them, nor are they likely to be effective. For convincing the intelligentsia and mobilising its active support to the cause of prohibition, the press is a suitable means. By regular articles in the press, magazines, weeklies, etc. much could be done. Similarly frequent debates and brain trust programmes could be arranged where the intelligentsia gets an opportunity to express its opinion and have its views modified in the light of the correct position regarding prohibition which is placed before them.

18. (1) *Attitude of the public to drunkenness or to convictions under the Prohibition Law.*—The public has not yet learnt to look

upon the prohibition offender as social outcast. It is only when the prohibition offender proves himself to be a nuisance in the locality that his name is reported to the police and that too under an anonymous or pseudonymous application for fear of revenge being taken by the offender whose name is reported. Even when the prohibition offender is detected and convicted, his position in the society is not damaged to that extent as when a person is jailed for an offence under the Indian Penal Code. In short, prohibition offence is not yet regarded as an offence involving moral turpitude by the masses.

(2) *Attitude of officers to drunkenness or to convictions under the Prohibition Law.*—It is presumed that the question relates to the attitude of the officers of the Police Department who enforce the law. Complaints are made by the public regarding the lukewarm or indifferent attitude of some officers. Such an attitude may appear due to:—

(1) pre-occupation with other duties claiming a high priority and inadequacy of existing staff;

(2) a feeling of frustration arising from the long delays in the disposal of cases;

(3) ineffectiveness of the Prohibition Law in practice and difficulties arising in its administration due to conflicting testimony of panchas, or the tendency on the part of trying magistrates not to place reliance upon the testimony of Police or Excise Officers unless it is otherwise corroborated;

(4) addiction to liquor by the officer himself which he finds he is unable to give up; and

(5) connivance with the offenders.

19. As a result of the introduction of prohibition the occurrences of street brawls and family quarrels which were everyday affairs before have now almost disappeared. The homes of former drinkers' families which were places of constant quarrels and disharmony are now transformed into happy homes. Instances have been noticed where women folk have admitted that the beatings that they used to get at the hands of their husbands in a state of intoxication have now given place to love and affection and cordial family relations seem to prevail.

20. People take to drink for want of healthy recreation facilities. If therefore, prohibition has to be a success, the people must be provided with recreation facilities to utilise their leisure time. Similarly, the people must be supplied with healthy and nutritious

drinks in place of liquor. With this end in view several recreation centres called Sanskar Kendras have been started by Government. These are like small clubs where facilities for cultural programmes etc. are provided. These sanskar kendras are either managed by the Department or by Institutions like Municipalities, village panchayats, co-operative societies, etc. on subsidy basis. The recreation activities of the sanskar kendras have helped and will help in organising the leisure time of the labour and other backward classes. Several of the sanskar kendras have canteens which give cheap and nutritious food and non-alcoholic drink. The need to fill the vacuum created by the closure of liquor and toddy shops by something more healthy and useful is to a considerable extent met by these sanskar kendras. There are such 144 Sanskar Kendras and 6 Canteens in this State for the purpose of counter-attraction and recreation.

21. About 15,000 persons were estimated to have been thrown out of employment by 1st of April 1950. With a view to meeting the situation promptly a full-fledged scheme for the rehabilitation of prohibition affected persons was approved by Government. According to the Scheme sanctioned by Government prohibition affected persons requiring help from Government have to approach the Collectors of their districts to obtain prohibition affected persons' certificates in order to get the necessary relief for their rehabilitation. Such certificates are granted after due enquiries regarding the financial conditions of the applicants. Unless a person gets such certificate he is not eligible for any of the rehabilitation facilities. A short note showing the concessions given by Government for the rehabilitation of prohibition affected persons is enclosed.

A SHORT NOTE REGARDING THE CONCESSIONS GIVEN BY GOVERNMENT FOR REHABILITATION OF PROHIBITION AFFECTED PERSONS

1. The prohibition affected persons or their co-operative societies are given preference in the disposal of lands for cultivation

2. The prohibition affected persons or the co-operative societies of such persons are given preference in the grant of waste lands for manufacture of salt.

3. The prohibition affected persons who are granted lands and are in need of "Taccavi" loans will be given such loans for current expenditure on agricultural operations on security of crops to be grown.

4. The prohibition affected persons are given preference in the matter of appointments to the posts in Class III and IV of Government Departments and the rules regarding the prescribed age limits

and educational qualifications have been relaxed to some extent in their favour.

5. They are given preference in the grant of road contracts etc. under the Public Works Department and also in the case of requirements of labour needed for Public Works Department works.

6. The Co-operative Societies of Prohibition affected persons are allotted forest coupes at upset prices.

7. Preference is given in the matter of employment in the State Transport.

8. Preference is given in the matter of employment under Malaria Control Schemes.

9. Preference is given to prohibition affected persons while employing persons under Neera Scheme.

10. Half of the service rendered by Prohibition affected persons in connection with trade in liquor, toddy, hemp drugs and opium should be taken into account for the purpose of fixing their juniority for discharge from Government service.

11. Preference is given to prohibition affected persons in the matter of requisition for supply of electricity.

12. Government is pleased to sanction the scheme for organisation of a coir workshop at Aronda, District Ratnagiri for providing training in coir rope making etc. and employment in connection therewith to prohibition affected persons.

13. Prohibition affected persons who desire to start or expand business enterprise or small-scale industries will be granted loans bearing simple interest at the rate of 4 per cent. per annum repayable in monthly instalments within a period of five years.

14. Prohibition affected persons or their nominees who are selected for pre-sea training for Merchant Navy Ratings on Government Training Ship "S. S. Mekhala" at Vishakhapatnam by the Shipping Master, Government Shipping Office, Bombay are granted an amount of Rs. 60 each for meeting the expenses on account of travelling.

15. Prohibition affected persons or their nominees, who have been appointed in Government service under the concessions sanctioned in Government Circular, Political and Services Department No. 3405/34, dated 1st May 1950 have been exempted from being discharged from service to accommodate the discharged personnel from the Civil Supplies Department though their service as on 28th February 1953 may be of less than three years.

22. Since 1946 the loss of excise revenue has been made up by receipts under sales tax which was imposed simultaneously with

the Government decision to introduce prohibition by gradual stages in the State. The following table comparing the excise and sales tax revenue from 1946-47 to 1951-52 will bear out the above statement.

Year	Revenue under Excise (in lakhs)	Revenue under Sales Tax (in lakhs)
1946-47	974	117
1947-48	854	488
1948-49	617	677
1949-50	408	1,323
1950-51	107	1,517
1951-52	96	1,310

The replacement of Excise by sales tax has also enabled the State Government to shift the incidence of taxation on a more equitable basis.

23. Instead of treating the prohibition programme as a purely executive question Government appointed a Prohibition Board with a view to secure the advice and co-operation of non-officials. This Board which is an Advisory body guides Government on all matters pertaining to prohibition. Similarly a Prohibition Sub-Committee, which is one of the several Sub-Committees set up by each of the District Development Boards has been functioning in each district except Greater Bombay, where the Greater Bombay Prohibition Committee has been set up under the Chairmanship of the Minister for Prohibition, Bombay. The main functions of the Board and the Prohibition Sub-Committees are same, *viz,* (1) to educate and organise public opinion, (2) to advise on methods of detection and prevention of prohibition crime, (3) to provide facilities for counter-attraction and recreation, and (4) to assist in all activities which further the policy of prohibition. There is however a difference in the sphere of the activities of the Board and the Prohibition Sub-Committees. While the sphere of the Board extends to the whole of the State, that of the Prohibition Sub-Committees is restricted to their respective districts. Taluka Prohibition Sub-Committees and Area Committees have also been appointed wherever necessary. The Prohibition Board and Prohibition Sub-Committees are functioning well, and they have rendered valuable assistance in the implementation of the Prohibition Policy.

As the Prohibition Committees are functioning well the question of making them function effectively does not arise.

24. Yes. It will be in the interest of the prohibition policy to review its progress at regular intervals. This will help to assess its progress, find out the difficulties and devise ways and means to overcome them and also to frame the future policy in the light of the results achieved.

GOVERNMENT OF MADHYA PRADESH

Effect of Prohibition

The State Government adopted the policy of Prohibition for the first time in 1937. The Separate Revenue Department Resolution No. 3365-2551-VIII, dated the 13th December 1952 traces in brief the progress since then and lays down the future policy in the matter. The policy is total Prohibition throughout the State, which is to be implemented in a spirit of practical realism and by progressive stages.

2. Answers to the Questionnaire are given below seriatim:—

(1) There has been no statistical survey so far in this respect. Reports indicate that 20 per cent of the old addicts are still consuming liquor. The same is the case in case of the drugs.

(2) As no official survey has been undertaken in this respect, opinion is sharply divided. The Deputy Commissioners have however from time to time reported that there has been improvement in the economic conditions of ex-addicts. Drinking brawls on the roads have disappeared and domestic quarrels at homes on account of drinking are rarely noticed.

(3) As no survey of this type has been undertaken definite reply to this question is not possible. Those in charge of labour have, however, sometimes reported that the condition of addicts in the labour class is improving.

(4) (a) The women folk in general welcome Prohibition. The women in aboriginal areas are however indifferent.

(b) Among aboriginals, drinking of liquor at the time of marriages, births and deaths is enjoined by religious customs. Education and intensive propaganda among the aboriginals will gradually neutralise the effect of religious customs.

(5) Prohibition has given rise to widespread malpractices of illicit distillation, smuggling and consumption of deleterious substances.

The reasons for the malpractices **are:—**

(i) To satisfy the craving for drink in addicts, some people have taken to illicit distillation as means of their livelihood;

(ii) As dry and wet areas in the State are contiguous, some people have taken to smuggling of liquor from wet to dry areas;

(iii) The addicts who cannot get illicitly distilled liquor easily, have taken to drinking of denatured spirit and tinctures to satisfy their thirst;

(iv) Many manufacturers of medicinal preparations have taken to manufacture of substitutes of liquor to earn profits; and

(v) The staff is inadequate and hence the offences cannot be effectively controlled.

Machinery for Enforcement

(6) (a) Police Department, which is in charge of Prohibition, has to perform multifarious duties. It is therefore not possible for them to give adequate attention to the detection of crime against prohibition laws. Constitution of a separate Prohibition staff is therefore essential for effective enforcement of Prohibition. This staff should be well equipped with lorries and other necessaries.

Special magistrates should be appointed for quick disposal of the cases.

(b) The following changes are suggested:—

(i) Compulsory jail punishment be provided for all Prohibition offences to strike a terror in the hearts of criminals. At present the criminals are let off with petty fines which has no effect on them.

(ii) Licence for sale of liquor in clubs and hotels be forthwith discontinued.

(iii) No exemption to the military personnel be granted for consumption of liquor in the canteens and messes.

(iv) Law should be amended to implicate persons smelling liquor from mouth and showing other indications that they have taken liquor. At present only persons in state of intoxication can be hauled up.

(v) State Government be empowered to make laws to prevent imports of spirituous preparations which are abused as substitutes for drink. Similarly, State Government should have wide powers to impose restrictions on

possession, sale, manufacture and purchase etc. of spirituous preparations so that these abuses can be controlled.

(7) The petty enforcement staff has started taking bribe from offenders. It is very difficult to root out this corruption. Exemplary punishment to the staff, when detected and education of the public mind are the only remedies to control this evil.

(8) Prohibition can be introduced area-wise, aboriginal areas to be taken in the last or consumption can be progressively reduced as is being done in respect of opium. Whatever method is adopted, time limit should be fixed for the same.

(9) *Government*—(i) Intensive prohibition propaganda should be undertaken through films, observance of prohibition weeks. Government can issue strict instructions to Government servants of all the departments to participate in functions sponsored by Government.

(ii) Adequate rewards be granted to the members of the staff who help in the cause of Prohibition.

Railways.—The staff who help the cause of Prohibition can be given adequate rewards and other concessions.

(iii) Private bodies who undertake prohibition propaganda in trains can be given concession in railway journey.

Industrial Undertakings.—These institutions can undertake intensive propaganda among the staff. They can also provide counter-attraction to the staff by providing radios and other recreational facilities.

(10) (a) Social Welfare Department in this State has already taken up prohibition propaganda as an important item of their agenda. When the staff goes on tour they do propaganda through films, lectures, kirtans, etc.

(b) The deserving institutions can be granted funds for carrying on prohibition propaganda.

(11) Prosecution etc. has appreciable effect in controlling the crimes.

(12) No.

(13) (a) There is no evidence to indicate that liquor traffic is well organised as was the case in America.

(b) Illicit distillation is more rampant in rural areas though it is undertaken in big cities in certain notorious mohallas. Mahua and water is easily available in rural areas and illicit distillation can go on undisturbed in out of way places.

(14) The drink habit has not spread much among the students though some have started taking to it as a fashion. The evil effects of drink should be impressed on the minds of the students in the educational institutions.

(15) Only the aboriginal class and women of very high status in society drink liquor.

Response of Public and Propaganda

(16) Prohibition has not received the active support of the public in general.

(a) The main reason for this is that the people in general do not seem to realise the good results brought about by Prohibition.

(b) Intensive propaganda showing the good results of Prohibition should be carried to the masses.

(17) (a) Newspapers, radios, cinemas, Prohibition Weeks, debates, etc. in schools and colleges in towns and also in villages as far as possible. Social welfare and Tribal Welfare Departments while on tour in interior can undertake prohibition propaganda as an important item of their programme.

(b) (i) The vested interests could be penalised under law if it is proved that they oppose Prohibition through agencies set up by them.

(ii) They can be punished by considering them as undesirables for holding various Government privileges.

(18) It is not treated with particular disfavour. Conviction under Prohibition Law is not regarded as an offence involving moral turpitude.

Counter-attractions

(19) Yes.

(20) Radios, milk bars and hotels providing eatables, clubs, singing programmes, dramas, educational films will provide good counter-attractions.

Unemployment Aspect

(21) To open nira centres where palm trees are available in plenty and to encourage manufacture of gur when economical. Unemployment however is not a problem as liquor contractors also do other business simultaneously.

Financial Aspect

(22) The Madhya Pradesh State has already introduced Sales tax, Motor Spirit and Lubricants tax, Tobacco tax, etc. in order to balance the finances of the State.

Prohibition Committees

(23) Anti-drink committees do not evince sustained interest. Only persons taking interest in the cause of Prohibition should be taken on this Committee. Delegation of powers to the members of these committees can be considered so that they are encouraged to take more interest.

(24) Yes.

GOVERNMENT OF MADRAS

1. Prohibition has been effective to the extent that the quantity of illicit arrack and toddy now consumed illicitly by such of the ex-addicts as have not given up drinking is far below the quantity of licit arrack and toddy used to be consumed by all ex-addicts in pre-prohibition days. Consumption of Ganja has been totally banned with the result that only a few of the ex-drug addicts who can afford to get it at high prices from smugglers can resort to it and that too only stealthily. As regards Opium, the supply to registered addicts was reduced annually by 20 per cent. with effect from October 1949, with the intention of stopping it completely by October 1953. However, in special cases, supply is being continued on the strength of the Medical Certificates. It cannot at the same time be denied that large quantities of Opium are being smuggled from North India and sold at high prices to the craving addicts.

(a) No figures are available to show the approximate percentage of old addicts still consuming liquor. However, it can reasonably be presumed that not less than 25 per cent. of the old addicts of arrack and toddy may be resorting to illicit liquors. Out of 360 lakhs of people in the State, about 20 to 25 lakhs used to drink toddy and about 2 to 3 lakhs used to consume arrack. The consumption of other liquor or drug is negligible. Prohibition of toddy has remained substantially effective in most parts of the State. But Prohibition of arrack has proved in-effective and it is unlikely that any very large number among the 2 to 3 lakhs of arrack consumers have given up the habit. Illicit distillation of arrack which has grown to meet the demand of arrack addicts has been extending to toddy addicts who no longer get their supplies of toddy. It is not possible to say how far this has gone and how many among the toddy addicts have taken to drinking illicit arrack, instead of toddy. The total number of former addicts who now drink illicit liquor may probably be of the order of about 5 lakhs.

i Addicts of arrack. ii. Addicts of toddy. iii. Addicts of Ganja, Bhang & Charas. iv. Addicts of Opium.	Apart from the general observations above, no actual figures can be furnished under these heads. Consumption has fallen from 5,676 seers in 1945-46 which was the last complete Abkari year to 370 seers in 1953-54. There should be a corresponding reduction in the number of addicts.
v. Addicts of foreign liquor.	The consumption of wine and spirits by permit holders was only 55,802 gallons in 1953-54, as against 2,70,325 gallons in 1945-46. The quantity of beer now consumed is negligible *i.e.* 9,377 gallons in 1953-54, as against 10,50,547 gallons in 1945-46.

2. According to the report received in December 1951 on an enquiry conducted by the Economic Adviser into the socio-economic effects of Prohibition, the introduction of Prohibition has helped the ex-addict to feed and clothe himself and his family better, as a result of the saving of a substantial portion of his income previously frittered away on drink. There has also been a shift in the expenditure of the ex-addict's family from items, such as marriages, in the pre-prohibition period to productive items of a capital nature, such as sinking of wells, improvements to land and houses, purchase of work-bulls, etc. This beneficial trend would have been more pronounced but for the neutralising effects of a rapid rise in the cost of living which led to a fall in the purchasing power and also adverse seasonal conditions till last year. There has been a marked improvement also in the social and moral outlook of the ex-addicts. Family quarrels and drunken brawls have become things of the past. The condition of such addicts as have completely abstained from drinking has definitely improved from the economic, social, health and moral aspects. At the same time it has to be stated that the economy and health of the drinking classes which are resorting to illicit arrack have certainly deteriorated.

There can be no reasonable doubt—

(a) that a large majority of former addicts who have given up drinking are better off; and

(b) a significant minority of addicts who have not given up drinking are worse off;

than either of them would have been, if there had been no prohibition.

3. Generally speaking, the labour classes who were largely addicted to drink used to squander away much of their earnings on drink. Except the few who may still be hankering after illicit drinks, the others have adjusted themselves to the changed conditions and they are now utilising their full earnings to meet their domestic requirements. Prohibition can therefore be said to have brought about an improvement in the well being of the labour class people.

As a result of saving through abstenance from drink, the workers and their families are better clothed, better fed and lead a better life. This has naturally brought about an improvement in the efficiency and well being of labour in rural as well as urban areas. This is more in evidence in rural areas where illicit liquor is scarce. Absenteeism in mills and factories which was a predominant feature in the pre-prohibition days has considerably diminished and this has helped urban labour to earn more, save more and spend better on family well-being. More vigorous efforts to put down the spread

of illicit liquor by organised distillers in urban areas and labour colonies will no doubt improve the lot of labour to a considerable extent.

4. Women in general are in favour of prohibition. They are in fact the supporters of this measure as they were largely the victims of the drink age. This does not apply to the women-folk of persons who profit by illicit distillation and to some of the women of the lower classes who are used as transporters of illicit liquor by distillers.

(b) The drink and drug habit is as old as society though it has always been regarded as an evil to be eradicated. Manu, the great law giver, took up a stern attitude and sought to bring about the summary banishment of this evil. The birth of Buddhism with its austere tenets also proved a deterrent factor in the spread of this evil. The Hindu Kings threw in their weight against it and a more or less similar attitude was taken during the Muslim rule also. Almost every religion abhors drink. Hinduism and Islam prohibit it. Except or the use of wine in a limited quantity for the Holy Communion, Christianity also discourages drink. From ancient times, drink has always been looked upon as a sin to be avoided and the drunkard has always been looked upon as an outcast from society.

During the pre-prohibition days, Harijans were generally using toddy or arrack in marriage functions and religious festivals. The Roman Catholic Communities in the South Kanara district used to consume liquor during their religious festivals. The better classes in that district used also to entertain their guests with foreign liquor at marriage parties. But this custom of mass drinking has now stopped and they have adjusted themselves to the new conditions. No special efforts are necessary to neutralise the effects of such customs.

5. Prohibition has led to increased illicit distillation, smuggling and consumption of deleterious substitutes. Illicit distillation and traffic in liquor has become a lucrative trade and some rich and influential people employ distillers, transporters and sellers for the purpose of that trade. Wherever illicit liquor is available, the old addicts as well as new addicts resort to it. The easy way of earning money, the inadequacy of sentences imposed by courts particularly after the separation of the judiciary from the executive and the insufficient provisions of the Prohibition Act, which require all offenders to be released on bail the moment bail is offered, have made the habitual offenders to continue their nefarious business without much fear.

After the introduction of Prohibition illicitly distilled arrack is being manufactured and consumed on a steadily increasing scale

from year to year. This started in cities and large towns and is now spreading to villages where arrack was previously unknown. Illicit distillation of arrack is very easy to arrange but extremely difficult to prevent, detect and successfully prosecute. During three successive years ending 1952-53, prohibition offences got doubled, trebled and quadrupled, as compared with the pre-prohibition period. Even so, the registered offences represent only a fraction of the number of offences actually committed. The methods adopted in illicit distillation (*e.g.*, use of Ammonium Sulphate to shorten the period of fermentation) render the illicit liquor specially harmful. When a special drive is organised and intensive pressure is brought to bear on the manufacture and consumption of illicit arrack, the addicts resort to consumption of denatured spirit, French polish, paint varnish and like substances thereby indicating that the craving for drink among the ex-addicts (which is responsible for sustaining the highly profitable manufacture of illicit arrack) is extremely strong. The evil is being organised on a commercial basis as the liquor trade is found to be a lucrative one and professional jail going is practised as part of this organisation. At the same time the law enforcement machinery gets little or no support whatever from the general public or its leaders or social workers. It is found extremely difficult to secure information about offenders or evidence for their prosecution in courts. The existing provisions in the Madras Prohibition Act, 1937, are not also stringent enough to make the offenders abstain from committing crime.

Till people become conscious of the evils of drink and the moral conscience of the public is aroused, the crime of illicit distillation is likely to continue in spite of the best efforts of the enforcement staff.

6. The enforcement of Prohibition has been entrusted to the Police Department throughout this State from 3rd January, 1955, as the Police Department is considered to be more suitable for proper enforcement of Prohibition. It has been suggested that the existing Prohibition Law be amended to provide for the following matters:—

(i) All grave offences such as illicit distillation should be made non-bailable.

(ii) Enhanced sentences should be imposed for second and subsequent offences committed by same accused.

(iii) It should be made incumbent on the part of the Magistrates to impose sentences not below a certain prescribed minimum in the absence of special reasons to be recorded in writing.

(iv) Collective fines should be imposed in villages where illicit distillation is rampant.

(v) State of intoxication caused by consumption of even spirituous preparations should be made punishable as such state always follows misuse of such preparations.

These proposals for amending the law in order to tighten up procedure and penalties relating to Prohibition offences are under examination.

The most serious evil requiring to be combated is illicit distillation of arrack.

(a) The line of attack (recently followed) has been the use of Special Squads for concentrating on areas where illicit distillation is rampant. This is intended to be continued and extended after the transfer of Prohibition enforcement to the regular police.

(b) In addition, the Government desire to establish effective control over the raw materials in large scale use, (principally Molasses) so as to prevent their becoming available to illicit distillers. The subject has been examined by a Committee whose report is under consideration.

7. Barring a few cases here and there, corrupt practices generally exist among the lower ranks. The concession relating to sweet toddy tapping has led to abuses. The toddy drawn under the cloak of sweet toddy is either sold to ex-addicts or used for illicit distillation of arrack. A corrupt official may receive mamools and connive at this. Another corrupt practice is to hush up cases by receiving bribes. These corrupt practices can be eliminated by better recruitment of staff offering better conditions of service, better rewards for honest work, surprise inspections by superior officers and raids by special squads and by imposing severe punishments on the corrupt officials. If the public can also keep a close watch over the activities of the staff and give timely information of their misbehaviours, it will serve as a curb on the staff as a whole and the corrupt practices can be effectively dealt with.

8. As total prohibition has been in force in this State since October 1948, this question does not arise here.

Please see, however, reply to question No. 11 outlining a different form of gradualist approach towards total prohibition.

9. Under Sections 35 and 36 of the Madras Prohibition Act, 1937, officials of all departments of the State Government and of all local bodies are legally bound to assist any Prohibition or Police officer in

carrying out the provisions of the Act and to give immediate information at the nearest Police Station or to a Prohibition Officer of all breaches of any of the provisions of the Act which may come to their knowledge, and all such officials are bound to take all reasonable measures in their power to prevent the commission of any such breaches which they may know or have reasons to believe are about or likely to be committed. The staff and labour employed by Government, Railways and other industrial undertakings can participate in prohibition by themselves abstaining from liquor and by helping the enforcement staff in the manner laid down in Sections 35 and 36 of the Act. The employers mentioned above can offer inducements to their employees for help rendered by them to the enforcement staff in the prevention and detection of prohibition offences. It is, however, doubtful whether much will come out of any of these suggestions.

10. (a) Prohibition is not a negative policy. The positive side of Prohibition is the improvement of the economic condition of the masses. By eliminating unproductive expenditure, the earnings of the addicts are conserved and utilised, to promote their well being. Side by side with Prohibition it is therefore necessary that programme of social welfare should be undertaken. The organisation of gramasangams for promoting economic, moral and social welfare of the people in villages will help to some extent to enable the people to come together on terms of equality and pay attention to their common needs. The organisation of Co-operative Societies where they do not exist or the reorganisation of existing Co-operative Credit Societies as multi-purpose societies may also be undertaken for the purpose. The officers of Departments like Women Welfare, Community Projects and National Extension Service may work in close collaboration with officers in charge of Prohibition propaganda and educate the people about the evils of drink and the benefits of prohibition.

(b) Members of the Temperance Leagues, Prohibition Committees, religious and other organisations may go to villages, organise propaganda meetings and carry on propaganda against drink. They should associate themselves with the people, win their confidence and enlist their unostentatious service in the cause of prohibition which may be expected to produce good results. These members may help to establish contacts between the villagers and the national building departments of Government so that they may fully utilise the facilities provided by them for rural uplift work. There should be feature films depicting the evils of drink in all welfare programmes and highly developed propaganda machinery should be keyed up to constantly educate the masses in all public meetings. All these organisations should have branches at village level to intensify

strong propaganda in favour of Prohibition and they should review the work of prohibition every fortnight or a month in their villages. Any malpractices or irregularities brought to their notice should be discussed by them and they should assist the Prohibition staff by actively aiding them to locate the offenders.

11. If the public in any area do not actively co-operate with the enforcement staff and if the sentences imposed by Courts are not deterrent, any number of prosecutions and seizures are not going to arrest the incidence of manufacture, possession, sale and consumption of illicit liquor to any appreciable extent.

A Special Prohibition Squad which worked in Madras City for about a year proved very effective in bringing about an appreciable decrease in the manufacture, sale and consumption of illicit liquor in the city and its suburbs. But it is only one of the measures necessary. The others are mentioned in reply to question No. 6. A suggestion was made that arrack addicts should be registered. given ration cards and allowed a strictly rationed supply of licit arrack. The idea was that the illicit distillers would be thereby deprived of their market and thus driven out of business; the further extension of the arrack-drinking habit can be prevented; and the consumption of arrack reduced from year to year through the registered addicts dying out. The process of eradication of the arrack-drinking habit will be slow, but reasonably sure. The suggestion was not accepted by the Government for the reasons that any such reversal of policy in respect of arrack might lead to pressure for further changes as a *result of which the success already achieved in toddy prohibition might be lost.* While this consideration is important in this State, the suggestion made above might be worth considering in those States which have not *yet* made a serious start with prohibition.

12. Acquittals in courts are more frequent in Prohibition crimes than in other cases. This is so because it is found exceedingly difficult to secure the necessary evidence for a conviction. Persons who have signed the panchatnama as witnesses at the time of arrest or seizure subsequently go back upon it when testifying as witnesses in courts. This is so because few members of the public feel aggrieved or even slightly inconvenienced by Prohibition offences.

13. (a) At the initial stages of Prohibition, illicit distillation or traffic in liquor was not organised. The new offenders find that they can earn good profits in this trade, and in some areas they begin to do it in an organised scale. Where illicit distillation was unknown once, it began to spread sporadically with the progress of time. Where it was sporadic, it is now more rampant. This is so because

the offenders have found it remunerative without much chances of detection by the enforcement staff whose strength and resources are far below the requirements to tackle all offences that exist. In view of the lenient sentences imposed, the distillers, transporters and sellers are prepared to take the risk of short terms of imprisonment and to come back to resume their activities. In some cases the distillers maintain the families of persons who are convicted when they are in jail.

(b) Distillation takes place mostly in poramboke lands, hills, forests, riverbeds etc., so that the offenders can escape before the enforcement staff come to the spot. The persons who actually distil, transport or sell liquor are generally poor. In most cases the distillers cater to a local area, and in a few cases they are hirelings of persons who finance them. Prohibition offences are found to be more prevalent in areas which are not easily accessible.

It would seem that the distinction lies between areas in which arrack drinking was common before prohibition and areas where arrack drinking was altogether absent or very exceptional.

14. Drink has not spread to students in this State.

15. Women addicts are negligible, they generally belong to the lowest strata of society and in very few cases persons who have adopted western habits.

16. (a) The initial enthusiasm for prohibition has waned and now there is practically no support from the general public. The reasons for this are that drinking is regarded as one's own private affair and members of the public are disinclined to give information of offences which would send to jail one of their neighbours who has not done any visible harm or injury to any one in particular. If at all anybody comes forward with information it is due to reasons of private enmity with the offender or due to monetary considerations in the shape of rewards. The enforcement officers have been finding it very difficult to secure mahazar witnesses while seizing incriminating articles and arresting offenders. Even if anybody subscribes his signature in the mahazar, he very often turns hostile later in court. Instances where the villagers assaulted the enforcement staff while arresting and escorting offenders have not been rare.

(b) Local Prohibition Committees may be constituted with persons imbued with the prohibition ideal to help in the enforcement of prohibition. In addition to individual rewards, whole villages may be rewarded by the provision of a public utility work or amenity for assistance rendered by their inhabitants in the prevention and eradication of illicit distillation. Influential members of the public

and members of social and welfare organisations may be pressed into service for propaganda and amelioration work.

While a certain amount of propaganda will probably continue to be necessary for a long time, it would not be realistic to expect the public to do much more than applaud prohibition in principle as State Policy. Individual citizens cannot be expected to involve themselves in trouble, with the type of hardened offenders who resort to illicit distillation of *arrack* or similar offences.

17. Please see the last paragraph of reply to question No. 16. If prohibition propaganda is to be successful it has to be undertaken as part of a general campaign for promoting rural welfare coupled with provision for entertainment, sports, etc. The method of going about this campaign as to arrange for recreation, rural games, bhajanas, kalakshapams, kathaprasangams, dramatic performances, magic lantern shows, radio entertainment etc., should be provided on an elaborate scale in urban and rural areas. Play grounds situated in villages, market places, parks, meeting halls, community centres, etc., should all be availed of for this purpose. Such a programme of work will engage those who are inclined to offend against the prohibition Act. As regards those who want to make money on a large scale by manufacturing illicit drugs or by retailing them the only remedy against this class of people is the baton of the police and not propaganda.

In this State, gramasangams were organised to provide such counter-attractions and social amenities to the villagers. Rural Welfare Officers, Village Guides and Ballad Singers were employed in the initial stages of the introduction of prohibition to organise rural games and such other entertainments, on an extensive scale in villages under the auspices of these Sangams. Magic lantern shows, Cinema films, radio music and gramophone records are also provided to them with the help of the Propaganda vans and these counter-attractions are even now provided. The Co-operative Societies in villages were also advised to amend their by-laws so as to promote recreational and social activities of members and non-members in their areas of operation. The societies and the gramasangams were in some cases sanctioned subsidies for the construction of community halls to enable the villagers to come together for recreational and other activities.

In this State, there is no open opposition which could endanger Prohibition policy.

18. While the public do not actively condemn drunkenness there is a special stigma against persons convicted of drunkenness. The officers take action against their subordinates who have been convicted of drunkenness.

19. Yes, this has been by far the most notable result of prohibition.

20. Please see reply to question No. 17. During evening hours and early part of nights when the labourers resort to liquor, the local propaganda and ameliorative staff should organise rural games, exhibit moral films and do propaganda on the benefits of prohibition in rural parts and in labour areas of towns and cities and thus divert the attention of the addicts from their drink habits.

The tappers may be organised into Co-operative Societies for the manufacture of jaggery by drawing sweet juice from palm trees and they may be trained to manufacture jaggery by adopting improved methods. Special types of societies such as milk supply societies and unions, labour contract societies etc., may also be organised so as to provide employment to them. Poremboke lands wherever available may be assigned to the ex-tappers as in the case of Harijans. They may also be absorbed in inferior service in the Government Departments and by other employers, wherever possible. Now that the Government have undertaken many projects under the Community Project Scheme and National Extension Service, the scope for employing manual labour from the unemployed ex-tappers has become wide and it can to a great extent solve the problem.

21. So far as this State is concerned, sales tax revenue till recently has almost compensated the loss of the Excise revenue. Article 286 of the Constitution has affected the revenue, and a very recent decision of the Madras High Court declaring provisional assessments invalid is further likely to affect it.

22. Prohibition Committees at village level did not work satisfactorily and they have ceased to exist. District Advisory Councils and Taluk Prohibition Committees are however functioning and meeting periodically. Non-official members do not take much interest and their attendance at the periodical meeting has always been reported to be poor. Steps are being taken to see that only persons who take active interest in Prohibition are selected for these committees. If the non-official members who are generally local leaders who command the confidence of the people take an abiding interest in the matter, tour the villages frequently, and educate the people about the benefits of prohibition these committees could be more effective.

23. Till the incidence of illicit distillation and consumption of liquor shows a substantial fall, there should be frequent reviews of the working of Prohibition with a view to considering measures to see that enforcement is effective. Such reviews will enable the enforcement machinery to devise new methods of combating crime and

heightening the vigilance of the staff with reference to the experience gained from time to time.

INFORMATION REGARDING POINTS MENTIONED BY THE COMMITTEE ON 25TH JANUARY, 1955

(1) State Revenue under Excise and General Sales Tax

(Rs. lakhs)

Year	Excise	Revenue under General sales tax
1938-39	3,72·23	
1945-46	16,79·50	5,82·70
1946-47	14,67·99	6,95·90
1947-48	10,69·18	8,31·26
1948-49	3,66·54	13,03·01
1949-50	58·82	15,24·35
1950-51	55·28	15,86·87
1951-52	40 74	15,59·10
1952-53	47·26	13,23·18
1953-54	30·86	14,00·00
1954-55	21·04	9,50·00

(2) The results of an enquiry conducted by the Economic Adviser in 1951 into the socio-economic effects of Prohibition are given in the reply to question No. 2 in the Questionnaire issued by the Prohibition Enquiry Committee. The following is an extract from the report on the working of Co-operative Societies in the State of Madras for the co-operative year ending 30th June, 1954.

"15. *Promotion of thrift.*—There were 3,879 rural credit societies and other types of societies which undertook thrift schemes. They distributed 6,131 hundi boxes. Savings accumulated in these boxes amounted to Rs. 0·40 lakhs in rural credit societies and Rs. 3·51 lakhs in others. A sum of Rs. 4·79 lakhs was collected in the form of savings or thrift deposits by rural credit societies while savings amounting to Rs. 6·29 lakhs were collected by other societies. Thrift days were celebrated by 321 societies when hundi boxes were distributed and members encouraged to save".

(3) 1948-49 was the first full financial year when total prohibition was in force, in all the districts of this State. During the five years preceding that year, the Abkari Act as well as the Prohibition Act were in force at different times and in different districts at the same time. The total number of offences under *both* the Acts (including offences handled by the Excise staff as well as by the Police) was 19,360 per annum on an average of five years ending 1947-48. During the next five years the Abkari Act was not in force.

Prohibition offences were handled by the Excise staff and by the Police Department. The figures are given below:—

Prohibition offences

	Year	Number
Average for five years ending]	1947-48	19,360
	1948-49	32,975
	1949-50	29,972
	1950-51	41,506
	1951-52	60,699
	1952-53	79,263
	1953-54	79,714

AMONG the persons who have been taking to drink as a measure of entertainment or diversion, a considerable number are those who do not like to go against the law or much against public opinion. These persons are not taking liquor in the prohibition area. As far as they are concerned, we can definitely say that the drink evil has been stopped. If these persons go to an area where liquor is available, they may probably drink but in a very small measure. Subject to vagaries of human nature we can say that as far as these persons are concerned, prohibition has been successful to a large extent.

There are certain persons who have been so much addicted to drink and have not got the will power to stand against it, nor have they got the amount of self-respect or sensitivity to public opinion or respect for law, that they would like to take any opportunity of taking liquor. Even among them a considerable number cannot get liquor on account of prohibition measures. Some do not like to openly defy the law. There are others who manage to get drink surreptitiously and it is they who are not benefited by prohibition. The approximate percentage of old addicts who are consuming liquor will be as follows:—

(i) About 15 to 20 per cent.

(ii) Say about 2 per cent.

(iii) No prohibition.

(iv) There has been 50 per cent. cut in the consumption. The number of addicts is gradually being reduced as and when people die off.

(v) About 5 to 10 per cent. Only persons in Cuttack town, Bhubaneswar and Khurda Road and some people in Puri Town were taking foreign liquor in the prohibition area. Of them, those who could show by a medical certificate that want of liquor might affect their health seriously, have been given permits. Among others, particularly those who could not show that they would suffer if they do not take liquor, do not get foreign liquor. Some of them may surreptitiously take liquor from the non-prohibition areas but such amount of consumption is expected to be small.

2. (a) The economic condition of the people previously addicted to drink has gradually improved. There is surplus money in their

hands for expenditure on the necessaries of life. The Nolias in Puri may provide a concrete example. Prior to the introduction of prohibition they were wantonly spending their daily earnings after drinking. The check brought about as a result of prohibition has led to forced saving among them to some extent. In other areas of Cuttack, Puri and Balasore where prohibition has been introduced, we have no people who are addicted to drink as a class. In these areas drinking had affected only the individuals. After introduction of prohibition they are either giving up their habits or are reducing their daily quota. Improvement of the economic condition of these people is generally noticeable.

(b) In Oriya society no dignity was ever attached to drinking. Persons who took to drinking on account of the peculiar social condition that was prevailing some time ago, were never given honoured places in their own places. Much of the family unhappiness for which they were responsible is now gradually disappearing. Among the Nolias and similar other people where drinking was almost a social evil, there has been marked improvement. The family quarrels and brawls are not as frequent as before.

(c) In a few instances there has been noticeable improvement in health. The period of our experiment is, however, very short. The time for stock-taking has not come yet.

(d) The normal improvement among the addicts is only a natural consequence of prohibition. So far the reports go, there has been some improvement but the tenure is very short.

3. (a) In rural areas of the prohibition districts the labour is mainly agrarian. Drinking was almost completely absent among this class of people. It was only the Harijans and other people in the lower rungs of the society who used to drink and the drink was mostly toddy. There were instances where drunkenness prevented them from attending their daily work properly. Absence from work due to intoxication was also not uncommon. After prohibition a marked improvement has been noticed.

(b) In urban areas although drinking has not been completely wiped out on account of the activities of the smugglers and illicit distillers, yet the degree of intoxication among the labour has been considerably reduced. The rickshaw-pullers in the towns of Cuttack, Puri and Balasore constitute one such labouring class. Drinking is not as common among them as before. So far the reports go they are doing better work.

(c) In the prohibition area Chowdwar only is a sizeable industrial centre. Before prohibition the labour of this township had freedom

to drink. Government did not open any liquor shop there even before introduction of prohibition. The labour had, therefore, a very restricted supply of liquor. After introduction of prohibition the freedom to drink has been denied to them. It is believed they are getting small supplies through smuggling from the neighbouring wet areas. There can, therefore, be no marked difference in the efficiency of the labour in the pre and post-prohibition period. It is, however, a fact that drunkenness among the labour has considerably been reduced. Efficiency of labour on the other hand to a great extent depends upon their pay and amenities provided to them. Increase or decrease in efficiency on account of drink, therefore, cannot possibly be examined in isolation. The period again is very short for any statistical observation.

4. (a) Women in general are in favour of prohibition. Even Adibasi women among whom drinking is a social evil, do not like their men folk should get drink and get spoiled.

(b) The customs and caste observances among the Hindus support prohibition so also among the Muslims and Christians although on very rare occasions Christians use sacramental wine. Among the Hindus, Ganja and Bhang are also rarely offered in worships. But these practices do not offer any real problem and no special effort is therefore necessary for putting this custom to an end. In fact, quantities of intoxicants used on these occasions hardly produce any intoxication to any degree. Among the Adibasis, however drinking on ceremonial occasions and in community feasts is a common feature. This has to be combated. Among the Adibasis there is no such prevailing custom which supports prohibition. They have a feeling that drinking is necessary for sustaining life particularly in view of the surroundings and climatic conditions in which they live. They have therefore no social custom which can be utilised to neutralise their attraction to drink. Drinks among the Adibasis in fact are the parents of many other evils. It appears that spread of education and probably moral education among the Adibasis can affectively combat this evil which has its root among them for ages.

5. The rural population has almost reconciled itself to the changed conditions. Illicit distillation, smuggling and sale of liquor among the rural population is therefore almost absent. In the urban areas, however, instances of illicit distillation, smuggling and sale have come to notice. Some inter-Provincial cases of smuggling of opium have also been detected during the last few years but the magnitude of the problem does not appear to be very great. The number of excise offences have gone up very high after the introduction of prohibition but the increase may be due to detection of more cases by the excise staff who are now available exclusively for

prohibition work and rigid enforcement of prohibition rules. It may also be due to non-availability of drinks and drugs in the dry areas through the usual channel and the addicts resorting to illegal means to procure their requirement. Scarcity of drinks and drugs is also offering a lucrative business to the professional smugglers. Instances of consumption of deleterious substitutes are however not common. Illicit distillation and smuggling is therefore a question of demand and supply.

6. (a) Prohibition is not only a negative policy but it has a positive side also. Mere prevention of drinks may impel the addicts to commit other kinds of offences. Preventive measures should therefore be co-ordinated with educational, cultural and recreational activities. In fact prohibition is essentially a social reform of a great magnitude. Our machinery for enforcement should therefore be a set up having these aspects in view. The Gram Panchayats may be useful institutions in the rural areas but in the urban areas there should be adequate staff both for prevention and for organising cultural and recreational activities.

Special steps should include—

(1) Education through schools, demonstrations, shows, etc.

(2) Social approach.

(3) Diversion in place of drink.

(4) Deterrent punishment to offenders.

(b) (i) Drinking should be cognizable and triable summarily.

(ii) The maximum sentence may have to be deterrent. A minimum sentence may be fixed for the first offence and for subsequent offences the minimum sentence awardable should be imprisonment in certain cases. While consumption itself may not be severly punished, smuggling and organised breach of Prohibition laws should be punished with severity, the punishment going up to 2 years imprisonment.

(iii) Premises, conveyances and means used may be liable to be forfeited.

(iv) Provision may be made for preventive detention of excise offenders responsible for organised breach of prohibition cases.

(v) Resisting, obstructing, assaulting or otherwise trying to deter an excise officer from exercising his duties under the Excise Law may be cognizable by an Excise Officer not below the rank of an Excise Sub-Inspector.

(vi) Any Excise or Police Officer or any officer connected with law and order who would be found to be aiding, abetting, conniving or screening any Prohibition offence within his area may be liable to prosecution.

(vii) Mohua flower should come under the definition of an intoxicant.

(viii) Possession of fermentation agencies may be controlled.

7. Prohibition has been in an area where there is considerable support. It is only recently that we introduced it in the urban areas where there are chances of corrupt practices developing.

As yet no corrupt practices have developed among officers in connection with Prohibition offences. It is felt that attempts are being made by persons interested in smuggling liquor. Severe and firm handling at the early stages would give a healthy outlook.

Directives have to be given from the top that any indifference or negligence from the part of subordinates in connection with Prohibition matters would be viewed seriously.

8. As yet this has not become a problem. The ideal way of introducing prohibition should be by stages—a period should be fixed within which it should be achieved. It is very important to carry public opinion. Public should be convinced that drink is an evil both from point of view of health and morally and economically. If at least a large number of public could accept it the scheme can go through satisfactorily. The stage has to be more on the basis of preparing the public.

(1) Education of public and preparing public opinion.

(2) Where a large number of the people of specified administrative area want prohibition it may be extended. Better such an area be big enough to be an administrative unit so as to control smuggling geographically—Government also should be prepared for the administrative changes both financial and otherwise. I personally feel that mere time-table for areas will not be happy. If the people of the area are fit for Prohibition it may be introduced. If we impose prohibition without people asking for it it may not work.

There is no difference between introduction of Prohibition by stages of areas and of introducing Prohibition throughout. If we want prohibition to succeed we must carry the people with us and give them enthusiasm for the same.

In some quarters it is suggested that like opium restriction we restrict the amount of liquor which is issued to an individual drinker. While this may be an ideal measure it will not work as we cannot depend on the vendor whose profits depend on the volume of liquor sold. We are controlling the strength and we have also limited personal possession. Some improvement can be gradually made. This however, is a measure of temperance and not Prohibition. There cannot be half hearted measures regarding prohibition.

Either we accept drink as an evil and eradicate it or accept it as a necessary evil and use ameliorative measures. The latter cannot lead to the former.

9. In the case of industrial undertakings including Government and Railways as different from the administrative authorities, it is difficult for the undertaking to control the private life of the individual. All that can be demanded is that the worker who comes to the industrial undertaking does not come in intoxicated state or in a state which makes him abnoxious to his fellow workers, *viz.*, he should not be smelling of drink etc. It may be a condition on employment that such staff should not come in such a manner where industrial undertakings provide residential accommodation, there may probably be a condition that drinking will not be allowed inside. As far as Government undertakings are concerned, if Government come to a decision that this should be enforced, a directive can be given. In the case of private undertakings such directives will have to be given by them if they consider fit. As far as new applicant for services is concerned, it may be possible to include that the person may be liable to removal if he commits an offence and is punished for breach of prohibition laws. This may be a bit difficult to enforce in the first instance but with growing public opinion it is possible.

It is not enough if penal measures only are to be taken up. Industrial undertakings including Government should provide for considerable amenities like cinema, drama, theatres, etc. They should also provide for recreation, playing grounds, Bhajan Mandals etc. People want to have excitement and if they would be given some other kind of excitement it is possible that they may be kept away from drink. Sports, matches, etc. may have to be a common feature, and this should be positively encouraged by the management.

The labour Unions also should be educated to consider drink as an evil and that they will not support any labourer who is habitually addicted to drink unless he reforms.

Most of the actions taken by Government with regard to other undertakings have to be purely of advisory nature unless there is legislation for this purpose.

10. (a) The social welfare programmes aim at the improvement of backward people and also to eradicate evils in society. As such all social welfare programmes would have a vital association with prohibition. Persons in charge of other social welfare programmes should be intimated of the programme taken up by the prohibition authorities both Government and public and full cooperation should be availed of so that the programme should work side by side. Wherever the social programme gives opportunity for education

with regard to prohibition to be taken up, this should be availed of; special consideration should be given to persons who want to give up drink. They should be sympathetically treated, if not direct by the Prohibition staff itself, by other persons taking up other social activities.

(b) Temperance Leagues would preach temperance whereas we are going out and out against drink even in a small measure. There is at present no Temperance League working in the State. There are District Prohibition Committees in the three districts where prohibition has started. Particularly in Puri where special work has to be done, the local M.L.A., Dist. Magistrate, Additional District Magistrate and the local Excise Officers along with certain gentry of the place have formed a Prohibition Committee and they work in close touch with Government. They have taken up positive work, in addition to stoppage of drink and are taking steps also to rehabilitate those who were addicts. A better sense is being developed among the persons who have given up drinking. Close association with the Prohibition authorities and the Prohibition Committees is essential and useful.

Religious and other organisations have not taken up any special propaganda against drink. It may be necessary from the point of prohibition authorities to arouse them a bit and give them such assistance as is necessary. Of course there must be enthusiasm from the associations themselves. Even in the case of prohibition enthusiasm cannot be spoonfed. Wherever any group of people take up the cause of campaign against drink, they may be supported wholeheartedly.

Special mention must be made of the Utkal Palm Gur Samity which is doing good work in converting persons who were originally having a living on tapping toddy into people who make palm gur out of palm juice and have a living; fullest cooperation and help should be given to them.

Publicity through the various channels must be given for the activities of these persons both to encourage them and to give them as an example for others to follow.

11. Yes. These actions have deterrent effect on persons who have got no social or moral values. Particularly in the case of persons who try to make easy money by bad means, these actions are necessary and should be continued. The fact that punishment is meted out shows to the ordinary person that consumption of liquor is an offence in the prohibition area and keeps them out of drink.

12. There is not much difference in the proportion of acquittals with regard to prohibition crimes than in other cases. The courts

are not treating prohibition crimes more leniently than other crimes. Some times it is a bit difficult to get evidence for prohibition crimes. While a man can be prosecuted for possession, drinking has not been declared as an offence, and if he is caught after he has taken alcohol, it is difficult to prove by the ordinary means at our disposal unless he smells alcohol. This is more a difficulty of prosecution than the attitude of courts towards prohibition offence. More experience will give us better method to deal with such cases.

13. There have been only a few cases where it is believed that there is organised traffic in illicit liquor. Cases have been detected and vendors have been punished. But it is difficult to get at the real culprits who are behind it and it is difficult to get evidence against them. There has been instances of prosecution of large-scale traffic of liquor both towards Puri and towards Cuttack town which leads us to suppose that this has been done in an organised manner.

(b) In the prohibition area we had cases where large amount of liquor had been transported even through Railway trains and by boats, particularly to Cuttack town. The high cost of this liquor and the method of transport suggest that there has been an organisation although persons who are connected with it deny it vehemently and manage to cancel evidence.

In the non-prohibition area also we have evidence that there has been illicit movement and prosecutions have been launched. Illicit liquor comes from the Madras prohibition area into Ganjam non-prohibition area. We have got areas of outstill and distillery and outstill liquor which is cheaper has also been found to come into distillery areas and we are to prosecute a number of persons where such has happened. We find this prevalent particularly in areas where old vendors had worked on outstill and therefore have a clientele to prefer their liquor. On account of old connections they are trying to continue to supply illicit liquor.

14. There is very little drink habit among the students in this State. In the prohibition area no instances have come to us of drinking among the students. In the non-prohibition areas no drink can be sold to a minor and ordinarily students do not come to take liquor. It can be said that drink among the students is practically nil.

15. Excluding aboriginals and backward class the women of the other class do not drink. Among the labouring classes some women in the non-prohibition areas particularly Adibasi women, do drink as part of their custom. Even among them gradually this is being discouraged. No woman in the prohibition area drinks.

16. There is no strong condemnation of drink among the public.

(a) Parties other than Congress have not condemned drink. People of the Congress party have taken considerable measures through their social workers to stop drinking. Some socialists have worked to eradicate drinking. The other parties, however, have not been so keen but, they do not support drinking. The people in general are indifferent but nobody likes drunkenness in his house particularly among the better classes. There is sympathy for prohibition but it is only a few members of the public who are prepared to come out openly to help prohibition. This is nothing new as the same persons will not come out to help in any other activities. As usual, there is indifference among the public both on account of want of education and on account of general indifference. However, when the prohibition authorities catch hold of the persons who drink there is general public support although few persons will willingly go against others for the purpose of giving evidence for conviction.

(b) There must be considerable education, demonstrations, public shows of films etc., so that the people should feel that drink is an evil. More propaganda requires to be done in rural areas. However, there is considerable support for prohibition measures from the intelligent people. Particularly the rural people are taking interest. In the prohibition area as the offences of prohibition are very few such interest does not come to the fore front. We can very well say that there will be social boycott if persons take to drink in some of the prohibition areas.

17. (a) In rural areas the educational institutions can be utilised for this purpose. On Sundays and other holidays batches of students with responsible persons may be encouraged to visit villages to mould the public opinion in favour of prohibition. The Gram Panchayats can also be utilised as an authoritative body to implement the prohibition policy of Government. Besides, we can engage trained people to carry on propaganda on behalf of Government. In urban areas the problem is slightly more difficult. Yet we can utilise the educational institutions also. Mahalla Committees with respectable persons as members can be formed who may be able to bring about moral pressure on their neighbours. There should be regular exhibition of short reels on evils of drink in all Cinemas. For a population with a spiritual tradition religious institutions would have been most suitable agencies for propaganda and dissemination of knowledge on the evils of drink both in the rural areas and in towns. Of late, it seems, the western countries have come to realise that temperance movement cannot succeed without the help of the Church. But in a seculiar State like India we may have to carry on the temperance movement without the help of religious institutions.

(b) In this State cases of vested interests employing their power and money to bolster up opposition to the phohibition policy of Government have not come to notice and as the circumstances stand this element is not much in evidence in the State. It is supposed that this element will not be an important factor here. It cannot, however, be ruled out that certain local elements will not associate themselves with the inter-State smugglers.

18. Drinking was never given an honoured place in the long history of India. The public in general as well as the officers are quite happy to see that drunkenness is punished. Persons convicted for drunkenness are generally looked down upon in the society. But the position is slightly different in Adibasi societies and the societies where drinking is a common evil.

19. There has been distinct improvement in the behaviour of addicts who have given up drinking and family quarrels, bad behaviour and brawls have diminished to some extent.

20. For the success of prohibition policy preventive measure has to be co-ordinated with a programme of counter-attractions. Mere prevention is not likely to bring about the desired psychological change. The vacuum created by prohibition has, therefore, to be filled up by educational, cultural and recreational activities. Travelling Cinema Shows with portable projectors, magic lantern shows, reading rooms, schools in Adibasi areas are generally thought of in this connection. Places where really Adibasis and other poor classes of people are living can also be provided with canteens to supply innocent drinks, sweets and snacks at some subsidised rates. Ultimately as it appears, the problem before us will be the Adibasis who are habituated to drink for generations. Drinks particularly Pachwai is regarded by them more as a food than an intoxicant. Drink has, therefore, permeated their entire social life.

21. The number of persons thrown out of employment since introduction of prohibition is small. They have other been engaged in liquor shops in the wet areas or are employed elsewhere. As regards toddy tappers they have taken to other means of livelihood such as cultivation, daily labour, betel leaf business, etc. During the season many of them are engaged in manufacture of gur organised by the Tal Gur Samity. As it appears, this will not be a problem of any magnitude in this State. The displaced persons can, however, be employed in Neera extraction, palm gur production, in production of industrial and commercial spirit. They can also be given loan for starting business and waste lands for cultivation. The persons who are likely to associate themselves with inter-State smugglers can be given alternative engagement in order

that they may divert their attention to other gainful occupations. Such of the persons as will be thrown out of business or employment should receive preferential treatment in the matter of getting licences or privileges for carrying on alternative business. In suitable cases persons thrown out of employment should also be given employment. At the same time provision should also be made for deterrent punishment for hardened offenders.

22. The following taxations have been introduced in the wake of prohibition.

1. Sales Tax.
2. Entertainment Tax.
3. Agricultural Income Tax.
4. Motor Spirit and Lubricant Tax.
5. Enhancement of rates of taxation under the Motor Vehicles Act.
6. Enhancement in the rate of stamp duty and Court fees.
7. Enhancement in the land rent.

It is expected that receipts under entertainment tax will go up after the introduction of prohibition. The natural inference is that the addicts will hereafter seek diversion in entertainment houses. This, however, will need confirmation by observation. It appears that it will be difficult for the State to forego its entire revenue from this source and to spend money over and above this to make the prohibition policy a success without any substantial aid from the Centre.

23. A Prohibition Committee is functioning in Puri since 1953. Difficult though the task is, the Committee has been doing good work. The experience gained in Puri will help us in organising similar Committees at other places. It is felt that members of such Committees should be given some financial assistance but at the same time it is apprehended that any payment to the members may reduce their status in the estimation of the addicts. A suitable solution has to be worked out. It seems the members of the Committees should be given some honorarium in order to enable them to attend the meetings and to move about to contact the public and to meet actual expenses.

24. It is necessary that the working of prohibition should be reviewed at frequent intervals at least in the early stages. The review at the district level should be taken up once in three months and at the State level and at the level of Government of India once in a year.

1. The use of liquor has not been eliminated altogether, but has been reduced to a considerable extent. The objective has, therefore, been achieved to this extent, particularly in the case of the younger generation, where it has been eliminated altogether.

(a) The percentage of old addicts still consuming liquor cannot be assessed accurately, but on a rough estimate consumption has decreased by 20 per cent.

(i) and (ii) are not available in this State.

(iii) There are no addicts of ganja in this district nor are there any of bhang. Charas, although prohibited, is being smuggled into this district from Delhi, Himachal Pradesh and Pepsu States and this enables some of the old addicts to carry on.

(iv) There is no prohibition in respect of opium. The number of addicts of opium has slightly decreased due to the increase in price.

(v) There are hardly any addicts of foreign liquor in this district.

2. (a) There were no "drinking classes" in this district before the introduction of Prohibition. To the extent that reduced consumption of liquor means more spare money to the consumer, there has been an improvement in the economic condition of those who used to drink.

(b) As the consumption of liquor at social functions has been totally stopped, there has been an appreciable improvement in the social condition of those who were in the habit of consuming liquor on such occasions and this has also had generally a good effect.

(c) and (d). No apparent effect.

3. (a) In rural areas, drink habit was not prevalent, except in a few villages where there were ex-servicemen. So, the question of any improvement there does not arise.

(b) The use of liquor by the labour in the urban areas was negligible even before the introduction of Prohibition.

(c) There are no labour colonies in this district.

4. (a) Women are universally against the use of liquor and appreciate Prohibition.

(b) As in most parts of the country, it was customary to take drinks on festivals, specially the Holi festival. There are no caste observances for or against Prohibition.

5. Prohibition has undoubtedly led to increased illicit distillation and smuggling as would be evident from the number of cases detected in Rohtak district in the pre and post-prohibition period:—

Year	No. of cases detected	
1945-46	71	Before prohibition.
1946-47	50	
1947-48	65	
1948-49	324	
1949-50	283	
1950-51	301	
1951-52	190	
1952-53	189	
1953-54	174	
1954-55	234	

There are no complaints about the use of deleterious substitutes of liquor in Rohtak district. Rohtak being near Delhi, well-to-do people go to the Capital for indulging in this habit and are, therefore, not driven to drinking substitutes, while the poor classes go in for liquor smuggled from neighbouring States or illicit liquor. The reason why there is increased illicit distillation and smuggling is that the habit dies hard and our enforcement staff is inadequate.

6. (i) Adequate police and excise staff with the right outlook and mobility.

(ii) All excise offences should be non-bailable.

(iii) Minor excise offences should be tried on summary trial.

(iv) A minimum sentence should be provided for the offence of running a working-still.

(v) Enhanced punishment for previous convicts under the Excise Act.

(vi) Offenders should be bound down for good behaviour after they have served the sentence awarded to them.

(vii) Drunkenness in the prohibited area, even if it is not possible to establish the source of supply, should be made a substantive offence.

(viii) Many convictions of persons found in possession of illicit liquor are set aside by our courts on the ground of joint possession

As it is extremely difficult in the context of our social organisation, particularly in the rural area, to pin down possession to a particular individual, some amendment of the law appears desirable.

7. No particular corrupt practice has been noticed amongst the officials and others consequent on the failure of enforcement.

8. Prohibition can be effective only if it is enforced throughout the country or at least in contiguous areas in accordance with a uniform and phased programme.

9. (i) Personal example by the higher-ups.

(ii) Provision of facilities for healthy recreation both indoor and outdoor.

(iii) Lectures, cinema shows, etc. for propagating against drink and its evil effects.

(iv) Medical advice and treatment of addicts.

10. (a) By including lectures, talks by social workers and prominent persons, educational films and small dramas in social welfare programmes.

(b) Temperance leagues, Prohibition Committees, religious and other organisations willing to participate in this campaign should be assisted with money on a limited scale, free supply of films, literature and other propaganda material. It is also desirable that there should be a central organisation for co-ordinating their activities and scrutinising their *bona fides.*

11. Not to the desired extent.

12. Inclined to be more frequent because of loopholes in the law and lack of public support.

13. (a) The illicit traffic in liquor is mostly sporadic, though there are professional smugglers and illicit distillers.

(b) It is more prevalent in the riverian tracks of Jullundur, Ludhiana and Ferozepore districts, particularly amongst Rai Sikhs and Mahtam Sikhs, who have been engaged in these nefarious activities for generations.

14. There is a growing tendency on the part of students to regard drinking as a social and manly attribute.

15. No.

16. Public support will be forthcoming if properly mobilised.

(a) Does not arise.

(b) Organised propaganda at social gatherings, festive occasions, *melas*, cinemas, schools, institutions, Panchayats etc.

17. (a) (i) Paid workers.

(ii) *Bhajan Mandlis.*

(iii) Dramatic Parties.

(iv) Cinema films.

(v) Village Panchayats.

(vi) Literature and pamphlets supporting Prohibition.

(vii) Bharat Sewak Samaj.

(viii) Bharat Scouts and Girls Guides.

(b) There are no such vested interests opposing Prohibition policy.

18. In urban areas drunkenness and convictions under the Prohibition are viewed with strong disapproval, but in rural areas these misdemeanours are not taken seriously. So far as officers are concerned, drunkenness and convictions under the Prohibition Law are viewed with strong disfavour. It is debatable whether such offences are viewed as involving moral turpitude, although there is moral and social condemnation of people found drunk or convicted of offences under the Prohibition Law.

19. To some extent.

20. Alternative means of recreations, both indoor and outdoor.

21. The distilling industry can easily be switched over to the production of power alcohol. We will be left with a small number of contractors, who are men of means and can be left to their own resources and initiative for finding other means of livelihood.

22. (i) Nationalisation of transport and other key undertakings and industries.

(ii) Subsidy by the Union Government to the extent of the loss in revenue on account of Prohibition.

23. The Prohibition Committees functioned quite efficiently in the first year of the introduction of Prohibition Scheme. It is necessary to revive them and guide their activities in a positive and vigorous manner.

24. Yes.

GOVERNMENT OF UTTAR PRADESH

1. The working of Prohibition in the 11 districts and 3 religious towns of the State discloses that it has definitely resulted in reducing the evil—the result is more perceptible in urban areas than in the rural ones. It has made it difficult for the number of new addicts to increase.

In the wet areas of the State there is practically no decline in the trend of consumption of intoxicants.

(Approximate percentage of old addicts who are still consuming:—)

(i) Country liquor	60%
(ii) Arrack	Not consumed in this Pradesh
(iii) Toddy	10%
(iv) Ganja	80%
Bhang	100%
Charas	100%
(v) Opium	70%
(vi) Foreign liquor	80%

2. Prohibition has resulted in improving the general condition (including economic, social, health and moral) of those addicts who have given up addiction.

3. In rural areas the effect of prohibition on labour is barely perceptible. In urban areas and particularly in labour colonies where prohibition propaganda has been effective, the efficiency and well being of labour have increased to an appreciable extent. In labour colonies there is no public drinking now and the resultant quarrels and affrays have stopped. There is no increase in the number of addicts and the younger generation is definitely benefitting.

4. (a) Women folk of the poor section and lower middle class have definitely welcomed the compaign.

(b) It is customary in some castes, specially scheduled castes and backward classes, to use liquor on occasions of Caste Panchayats, deaths and marriages etc. but the grip of custom is getting loose now. Intoxicants are also used by some castes on the occasion of festivals. Some backward classes have now given up the use of liquor on ceremonial occasions but there still remains much to be done. Every religion forbids the use of intoxicants. The evil can

be stopped by educative and effective propaganda by official and non-official agencies. Caste Panchayats should also be approached and pressure may be put on them to prohibit the use of intoxicants specially in community gatherings. Use of liquor by high and middle class society on the occasion of parties etc. can be stopped by legislation.

5. Figures of crime for the 'wet' and 'dry' areas of the State for the last five years are given below:—

	1949-50	1950-51	1951-52	1952-53	1953-54
Wet Areas					
No. of excise cases detected	8,296	8,081	8,087	10,906	12,366
Dry Areas					
No. of excise cases detected	7,639	5,862	4,980	9,367	7,307

A large number of excise crimes remained undetected but the above figures prove beyond doubt that prohibition has led to increased illicit distillation, smuggling and consumption of deleterious substitutes. The reasons for this increase may be as follows:—

(a) *Withdrawal of excise staff from Prohibition districts.*—The detection of excise crimes in Prohibition districts is done by the Police who find little time to look after this extra work due to their multifarious duties.

(b) *Difficulties in detection and successful prosecution of cases.*—The law being defective [(i) requirement of witnesses of the locality which generally turn hostile, and (ii) difficulty to prove the crime committed in the open land or field], the case generally result in acquittal.

(c) *Inadequate punishment.*—Criminals are not awarded adequate punishment with the result that they indulge in crime again and again.

(d) *Lack of prohibition and publicity propaganda.*—The propaganda machinery is weak and to some extent inadequate.

(e) *Lack of facilities to wean the addicts from their habit.*—No facilities have so far been provided to cure the addicts so that they may be weaned away from their habit. The addicts cannot give up addiction all of a sudden. They are therefore compelled to get their requirements from the illicit sources due to non-availability of intoxicants from licensed shops.

(f) *Cheapness of illicit intoxicants.*—The vast difference between the prices of licit and illicit intoxicants is also responsible for increased crimes. The soaring prices of both foreign and country

liquor did actually result in the increased consumption of illicit liquor which is cheaper.

(g) *Illicit distillation and smuggling a profitable business.*—There is great demand of liquor and drugs etc. by the addicts. Since process of manufacture of illicit liquor is very simple and the base for it is everywhere easily available and cheap, there is great margin of profit in the trade.

(h) *Lack of means of livelihood.*—Some persons carry on this trade due to lack of alternative means of livelihood.

(i) *Apathetic attitude of public.*—Public co-operation to remove this evil is not forthcoming in adequate measure as generally the public do not consider it to be a crime against the society. Very often it is difficult even to get witnesses from the locality. There is lack of civic responsibility on the part of general public.

(j) *Smuggling of ganja on large scale.*—It is not possible for Government to obtain and supply good quality ganja to consumers. This has given a temptation to smugglers.

(k) *Smuggling of ganja from Nepal.*—There are no restrictions on the cultivation, transport, sale and possession of ganja in Nepal The ganja is, therefore, smuggled in large quantities from Nepal to this Pradesh.

(l) *Misuse of spirituous medicinal preparation.*—Due to cheapness spirituous medicinal preparations are misused by addicts for potation purposes. There is no restriction against their use and sale. The sale of these medicines is a great threat militating against prohibition policy.

6. (a) In Uttar Pradesh at present the work of detecting the excise crimes in dry areas is looked after by the police and prohibition publicity work is done by the Prohibition Publicity Section. There cannot be two opinions on this point that ordinary Police is neither altogether suitable nor adequate for the detection of excise crimes in Prohibition areas. There has also been inadequacy of staff for the purpose.

For proper enforcement of prohibition a suitable administrative machinery seems necessary. Non-official agencies can also do much so far as propaganda side is concerned and they should be encouraged and also financed by Government where necessary for the cause of Prohibition.

(b) For proper enforcement of Prohibition, following changes seem necessary in the existing law:—

(i) Drunkenness in Prohibition area may be classed as an offence. It will, however, have to be considered carefully if drunkenness within private precincts should also be made an offence.

(ii) Sentence of imprisonment be made compulsory for second and subsequent repetition of the offences of illicit distillation, smuggling or sale of intoxicants.

(iii) Provision be made to execute a bond of good behaviour after conviction as in Dangerous Drugs Act.

(iv) Provision of Section 103 Cr. P.C. regarding witnesses of locality should be done away with in case of excise offences as these witnesses are often won over by the accused and they turn hostile.

(v) Serious excise offences should be made non-bailable.

(vi) Reference to Chemical Examiner should only be made when the accused contends that the article is not intoxicant. The analysis should be done at the expense of the accused.

(vii) Provision should be made for summary trial of excise offences and by mobile Magistrates on the spot in notorious localities.

(viii) Abetment of major excise offences may be made a crime.

(ix) Punishments at present prescribed for the possession, sale and consumption of intoxicants be made deterrent.

7. There is no evidence of the existence of any corrupt practices in particular on the part of the officials.

It is, however, felt that there is not only illicit distillation prevalent on a large scale in the State, but an easy movement of intoxicants from wet areas to the dry areas and from other neighbouring States. It would, therefore, be necessary for the enforcement of Prohibition that detection of the crime is given first priority and sufficient staff for the purpose is provided.

8. It is the general feeling that area-wise enforcement of Prohibition is not very effective. It rather creates various administrative problems for the bordering districts and States. It would per-

haps be much more desirable to adopt any one of the following suggestions:—

Either (i) a total ban may be imposed on particular intoxicants, one by one all over the State and, if possible the country;

or (ii) the restrictive measures applicable to the whole of the State may be adopted, such as radical change in the system of vend; reduction in the number of shops; increase in the retail prices; fixation of quota of intoxicant and its reduction in successive stages; reduction in the number of days for sale of intoxicants.

It is felt that the area-wise prohibition creates one very great problem *viz.*, the influx of intoxicants from neighbouring areas where there is no prohibition.

9. *Measures suggested for Government*

(i) Abstinence should be made a qualification for recruitment and promotion in service and an oath be taken from every Government servant and employee of semi-Government bodies that he does not and will not use intoxicants.

(ii) Any person found to be using intoxicants should be severely punished.

(iii) Text books containing articles on Prohibition may be prescribed for the schools.

(iv) Debates and essay competition on Prohibition in schools and colleges should be arranged for.

(v) Facilities for evening time recreations be provided by Government.

Measures suggested for Railways and Industrial Undertakings.

(i) 'Abstinence' should be made a qualification for recruitment and promotion in service.

(ii) Any person found to be using intoxicants should be severely punished.

(iii) Facilities for evening time recreations, milk bars and cinema shows be provided to the employees.

(iv) Railway authorities should fully co-operate in the detection of smuggled ganja and other drugs which are sent generally by parcels.

10. (a) Efforts of all the Departments dealing with Social Welfare programmes may be co-ordinated by drawing up a joint programme and every Social Welfare Organisation should keep Prohibition as one of the major items of its schemes. The representatives of all such bodies may also be enrolled as members of the State Prohibition Boards to be formed for the purpose.

(b) There is no doubt that Temperance Propaganda cannot be carried on among the masses so effectively by any other institution as by the religious bodies and these institutions can do a lot to educate the masses. These committees and leagues may, therefore, be encouraged to extend their helping hand to the scheme of Prohibition. For this purpose these leagues and committees should also be financed by the Government, if necessary.

11. It has served the purpose to a limited extent. A large number of the illicit distillers are engaged in this trade because they have no other means of livelihood. While prosecutions, etc., do serve a purpose, they cannot by themselves achieve the end of prohibition. It is necessary to study the conditions of individual illicit distillers and addicts to find out solution of their problems.

The sale of illicit opium does decrease by prosecutions, etc. but these do not mean much so far as sale of illicit liquor and hemp drugs are concerned. In the case of the former the illicit distiller is to be tackled so as to leave the trade; while in the other case the easy availability of bhang and ganja would require effective handling.

12. Yes, the acquittals in Prohibition crimes are more than in other cases. The reasons for this are as follows:—

(a) Under the rules the witnesses of the locality are required to give evidence. This is a difficult task for the Prosecution Staff as very few persons come forward to depose against the offenders.

(b) Prohibition crimes are not considered as offences against the society and hence the public does not co-operate actively in the suppression of crime.

(c) Due to lack of civic sense, the attitude of public towards such offences is not only apathetic but also at times, sympathetic.

(d) Delay in the disposal of cases gives opportunity to the offenders and they get time to influence the witnesses in which attempt they are often successful.

(e) There is no aggrieved private party in these cases to brief the prosecution staff.

13. (a) In some places illicit traffic in liquor is organised while in other places it is sporadic. In some areas moneyed and influential persons employ hirelings for getting such crimes committed. It is only the profit motive which makes a man to indulge in excise crimes in an organised way.

(b) Illicit traffic is more prevalent in those areas where people have no proper livelihood and where material or base for distillation of illicit liquor is readily and cheaply available. In Uttar Pradesh about 90 per cent. of people who distill liquor have no proper means of earning. Illicit distillation is more prevalent in the districts of Allahabad, Kanpur, Partapgarh, Rae Bareli, Sultanpur, Jaunpur, Bara Banki, Unnao and Fatehpur, etc., as raw material, *e.g.*, Mahua flower and molasses is easily and cheaply available in these districts. It is also prevalent in the western districts of Dehra Dun, Etah, Farrukhabad, etc.

The illicit distillation is done mostly by the persons of Scheduled Castes, *e.g.*, Pasis, Chamars, Khatiks, Mallahs and Koris, etc.

14. This habit is prevalent to a limited extent amongst college and University students in certain big cities where restaurants are running with bars. This can be eradicated either by abolishing the hotel bars or by having strict control over the students. Occasional and surprise visits should be made by the college authorities to restaurants and hotels and disciplinary action should be taken against the erring students.

A more effective method perhaps would be to ensure that the teachers and professors avoid intoxicants scrupulously.

15. Yes, to a very little extent among the women belonging to a section of very high society. It is also prevalent to some extent among the women belonging to lower strata in some areas.

16. (a) No, prohibition has not generally received the active support of the public. The reasons are as follows:—

(i) In higher and educated class of people, which has been influenced by the westernized way of thinking, drinking is not considered to be a moral lapse.

(ii) Use of ganja, bhang and charas has never been considered to be a moral lapse. In fact these are used even by non-addicts during festivals.

(iii) The general public is not put to any obvious harm by the excise crimes.

(iv) Masses are not properly educated and there is lack of civic responsibility in them.

(v) Public does not treat excise crimes to be social crimes.

(b) Following measures are suggested for securing active support of public:—

(i) Masses should be properly educated by intensive and effective propaganda so that they may feel that Prohibition crimes are not only individual crimes but also crimes against the society.

(ii) A uniform policy of prohibition should be adopted by the entire State or the country, if possible.

(iii) Provision of imposing collective fines on the inhabitants of the localities where excise crimes are detected on a large scale, should be introduced so that people may feel their responsibility.

(iv) Good services rendered by the persons in the cause of prohibition should be recognised by Government.

(v) Non-officials should be paid travelling allowance by the Government for work in connection with prohibition or they should be provided with necessary transport facilities.

(vi) Temperance leagues and Prohibition Committees should be suitably financed by Government.

(vii) The staff employed in the Prohibition and Social Uplift Department should be increased.

17. (a) There should be two agencies—Official and Non-official—for continuous and effective propaganda on Prohibition.

Official Agencies

(i) A separate organisation known as Prohibition and Social Uplift Department with adequate staff should carry on educative and constructive work.

(ii) Other suitable Departments, *e.g.*, Panchayat Raj, Planning, Harijan Sahayak, Social Welfare and Education, etc., should also help in the Prohibition propaganda.

Non-official Agencies

(i) District Prohibition Boards, Temperance Leagues, Tahsil Societies and Vigilance Committees can do a lot in this direction. These should be set up in every district and suitably financed by Government.

(ii) Religious institutions, such as organisations of Arya Samaj, etc., should also help in Prohibition propaganda. The work done by religious organisations would be more effective.

(iii) Gaon Sabhas, Caste Panchayats, etc., will also be good organisations for this purpose.

(b) At present there is no organised opposition against the Prohibition policy of Government in Uttar Pradesh. However, some provision should be made in the Act and Rules for the punishment of such persons. It would meet the problem if abetment of Prohibition crime is made an offence punishable under the law.

18. Drunkenness is not an offence under the U.P. Excise Intoxicant Prohibition Rules, 1947. The attitude of public or of officers towards drunkenness is generally that of indifference. However, some officers view this offence with sufficient seriousness, while others treat it lightly. These offences are not regarded as involving moral turpitude.

19. Yes, there has been some diminution due to prohibition in bad behaviour, brawls and family quarrels arising from drunkenness.

20. Following programmes of counter-attractions are suggested:—

(i) Organisation of social clubs, dramatic associations and folk-dances.

(ii) Radio programmes in villages and broadcasting programmes on Prohibition.

(iii) Cinema and projection lantern shows.

(iv) Programmes of religious discussions.

(v) Arrangements of substitute drinks such as Neera, etc.

(vi) Organisation of periodical tournaments to encourage these activities and awarding prizes, etc.

21. So far Uttar Pradesh is concerned the problem is not very important and does not require any special attention. The problem will have to be considered, however, in respect of the Tari producing area—eastern districts—where a good number of persons at present employed in the work of tapping will become unemployed. Some of these persons can, however, be utilised in the production of Neera. As regards excise contractors, licensees and their salesmen, the number of such persons is not very large. They can, however, take to other avocations.

22. The sources of revenue available to the State Government are highly inelastic in nature and unless the Government of India is prepared to subsidise the State Government to the full extent of the loss in excise revenue consequent upon the introduction of total prohibition, the State Government would have to suggest that the introduction of total prohibition should be deferred at least till the completion of the Second Five Year Plan.

23. In Uttar Pradesh there are Prohibition Boards in dry districts and Temperance Societies in wet districts. These Committees have generally not functioned well. The reasons are as follows:—

(i) Due to paucity of funds these boards and societies are unable to extend their programme of Prohibition on a large scale.

(ii) Active workers of missionary zeal are generally not available.

In order to make them function successfully sufficient funds may be placed at their disposal and active paid workers may be appointed as members of these Committees. Periodical review of the work done by them should be made.

24. Yes.

1. Prohibition has not yet been introduced in this State. As a temperance measure, shops in the industrial area for sale of liquor and drugs are kept closed one day in a week. There is also provision for compulsory and optional closing of shops on some special occasions. Regarding opium, however, the consumption of opium from licensed shops is progressively being reduced with a view to total prohibition of its oral use by the end of March, 1958. On account of this curtailment of supply smuggling of opium from places where surplus quantities are available has increased.

There are about 1,75,000 old opium addicts. Under the opium rationing scheme. Opium is not available for supply except against ration cards.

2. Does not arise.

3. The scheme for opium prohibition does not disclose yet any remarkable effect on the efficiency and well-being of the labour, as one does not know what percentage of this class is addicted to opium.

4. (a) Women in general are indifferent to the opium prohibition campaign. On the other hand, those who have been using opium for quasi-medicinal purposes are opposed to the scheme.

(b) Santhals and people of other aboriginal stock use pachwai in their religious and social ceremonies. Hill people also do the same. Pachwai is regarded by them as food and drink. Time is not yet ripe to convince them of the difference between religious and secular practices.

Some sections of the Christians and the Chinese also use liquor called 'altar wine' and Wanchu in connection with their religious and social observances, but the extent of such use is not considerable.

Among hill people and the Santhals, no stigma is attached to one given to drinking. It is only the middle class that would hesitate to take liquor in presence of family members. This susceptibility may be utilised in weaning a person of this class from the drink habit.

5. The operation of the scheme for opium prohibition has led to increased smuggling, which is facilitated by the absence of (a) any

effective control at the production end and (b) simultaneous move for introducing rationing in all the States.

6. For the proper implementation of any scheme of Prohibition there should be two categories of officers—(1) those engaged in prevention and enforcement work and (2) the propaganda officers, whose duty would be to wean away people from drink and drug habit through lectures, cinema shows and providing alternative attractions. The first duty would fall more properly in the domain of police administration, while the other duty can be performed by the present Excise staff. There should be another class of officers under the first category whose duty would be to issue permits to foreigners or other specially exempted classes of people to buy and consume liquor. The supervision of the work of distilleries (which will then produce limited quantities of potable spirit and larger quantities of industrial spirit and power alcohol) may be left with the present Excise staff.

As regards modification of laws for the enforcement of prohibition, a separate prohibition act may be necessary as the preamble to the present Excise Act does not contemplate prohibition. If prohibition is introduced on an all-India basis, Central legislation would be desirable. Offences against prohibition should be made punishable with substantive imprisonment, with or without fine according to the circumstances of each case.

7. Does not arise as prohibition has not yet been introduced in this State.

8. In my opinion, a scheme of prohibition would have a better chance of success if it is introduced simultaneously throughout the State, or better still throughout India, if that is possible, but implemented by gradual stages through a system of rationing and permit. It is not desirable to allow 'wet' and 'dry' areas to exist side by side. That encourages smuggling and addicts in dry areas to go to wet areas to have their drink.

9. Government, Railways and other industrial undertakings should have greater powers to take serious notice of absenteeism due to drunkenness. They may also encourage small weekly savings by granting special interest on deposits and may provide counter attractions. The staff may be employed off-time to provide amusements in the shape of dramatic recitals, lectures, dances, Hari Kirtans, etc., etc., to others.

10. (a) In order to make the Prohibition campaign a success, at least among the labouring class, it is essentially necessary to increase their standard of living so that they may learn better ways of spending their income. This object can be best achieved by the women

fold, who generally control the family purse. To open up new vistas of life before them the Prohibition campaign may be linked up with other Social Welfare programmes like Child and Maternity Welfare propaganda, Social Hygiene and Anti-tuberculosis propaganda, Adult Education propaganda, etc., etc. In short new and healthier wants should be created simultaneously with a subtle propaganda against the drink evil. Dramas and films may be specially composed depicting the evil effects of drink and drug habit. These will provide entertainment to the people and at the same time imperceptibly create in their mind an aversion against the sordid life they have so long been living.

(b) In my opinion, the propaganda work would be better managed by non-official organisations like Temperance League, Prohibition Committees and religious organisations like the Ramakrishna Mission, Bharat Sevasram Sangh, etc., etc. Government should provide them with necessary funds and propaganda materials and supervise their activities in a general way.

11. Although Prohibition (except of opium) has not yet been introduced in this State, we have to face the problem of illicit distillation of liquor and smuggling of drugs in order to safeguard our revenue. The courts generally take a lenient view of such offences and seldom award adequate punishment and more rarely substantive sentences of imprisonment. The nominal fines imposed instead of having a deterrent effect are considered by the illicit traffickers as an extra item of cost which they would gladly pay and still have a large margin of profit. The law on the subject, and more specially the attitude of those who administer the law, therefore, need a radical change if the evil is to be successfully combated.

12. Does not arise as Prohibition has not yet been introduced in this State. But the general attitude of the courts towards offences against the existing Excise laws of the State is not very helpful as has been stated in para. 11 above. The reason for this attitude perhaps is that few magistrates consider these crimes as involving moral turpitude. They look upon them as offences against revenue.

13. (a) Our experience shows that illicit traffic in liquor is also organised though on a smaller scale than drugs as it cannot be physically carried in large quantities very far away from the production centres. But the traffic is carried on by a fairly big network of distillers, carriers and retailers, sometimes with financiers at the back. This network is of course not so large in the case of pachwai and toddy.

(b) The illicit traffic is more prevalent in cities and near about industrial centres where there is a large number of consumers clustered together.

14. The students at large, excepting some among those who belong to the aboriginal and the hill tribes, are generally free from the drink habit. But reports indicate that since the last War drink habit has spread among the young men and women of the middle class whose elders a generation ago would shudder to touch any spirituous drink. The old social taboo against drink habit has worn off.

Until full prohibition is introduced the sale of liquor for consumption on the premises to any person below the age of 21 may be prohibited by law.

15. The drink habit is more common among the Sindhi, Parsee, Anglo-Indian and hill women. It has spread to some extent also among the Bengali women of the rich and upper middle class who imitate western way of living. Even where the women of today do not themselves drink they have not that aversion to it as their mothers had a generation ago and as a result they do not exercise their influence on their husbands to wean them away from this habit. They gladly accompany their husbands to clubs where the latter lavishly drink and often get drunken. The women frequenting such clubs soon take to drinking like their husbands.

16. As far as the scheme for prohibition of opium is concerned, the public at large seem to be rather apathetic. A small section however feels that it is an unwarranted encroachment upon the right of the old and infirm people to have their daily dose of opium as a medicine. As regards general prohibition (which has not yet been introduced in this State) it is difficult to predict how far the public would *actively* co-operate to make it a success. But it will have their moral support and there will be no agitation against it.

17. The best means to buttress public opinion in support of prohibition would be to organise Prohibition Committees in both rural and urban areas with Social Welfare Workers of unimpeachable integrity. An environmental change would also be simultaneously necessary and alternative healthy entertainments should be provided to keep the addicts away from the vice. Deterrent punishment should be provided for the illicit distillers and smugglers. And so long as complete prohibition cannot be introduced the rates of Excise duty should be drastically reduced so that the illicit distillers have no incentive to manufacture liquor. Revenue considerations which now underlie the entire Excise policy should be totally ignored if the experiment is to be made a success.

18. Drunkenness is looked down upon by the general public as well as the officers. But it is not universally regarded as an offence involving moral turpitude Under the existing law of the State

drunkenness is no offence in rural areas. It is an offence under the Police Act in urban areas.

19. Does not arise as Prohibition has not yet been introduced in this State.

20. Milk and tea or coffee canteens, cinemas, sports, dramas, dances, Kirtans or any other harmless diversion which workers in any industry may have a liking for will provide effective counter-attractions. Every State should be prepared to spend lavishly, at least in the beginning, on these items.

Unemployment aspect—Gradual extension of prohibition would not create a sudden problem of any magnitude. The unemployed may possibly be absorbed in State development projects and canteens.

21. State resources being limited and already fully tapped, there must be Central subvention not on a piece-meal basis but on a substantial basis for several years. The entire loss of revenue from the head amounting to nearly Rs. 5.5 crores and the cost of enforcement which may amount to another crore of rupees must be borne by the Centre at least for 10 years. Otherwise it would be impossible for a deficit State like West Bengal to give priority to this social reform programme in preference to the much more urgent needs like Food, Education, Public Health, etc., etc.

22. Does not arise as prohibition has not yet been introduced in this State.

23. Yes. There should be provision for frequent reviews of the working of Prohibition and prompt steps should be taken to seal up any loopholes.

As many of the questions incorporated in the Questionaire pertained to information regarding such matters and areas where Prohibition has already been introduced it is not possible to answer them. Nevertheless, replies to the questions of general nature are as under:—

8. It would be better if prohibition is introduced in gradual stages in States where no attempt has so far been made in that direction. It would be more effective if the quantum of ration to the different Excise shops and the strength of liquor to be supplied are reduced gradually.

9. The Railway Department may keep a strict vigilence and see that no intoxicants are brought in to the area where prohibition has been introduced. The industrial and the private concerns may also extend their co-operation in eradicating the evil of drinking by providing alternative recreations such as clubs, playgrounds, etc. Drinks on medical grounds only may be allowed.

10. (a) Social Welfare Societies may also play a very important role in educating the public through public speeches, magic-lantern shows, dramas, radio and gramophone records and giving prizes to the localities where there has been no crime within a specified period.

10. (b) As at 10(a).

11. Although the increase in detection of crimes has not brought about a proportionate decrease in sale and consumption of illicit liquor in this State, it would be more effective if deterrent punishments are given by the Courts of Law where such cases are prosecuted.

21. Unless some other means of livelihood are provided the unemployment caused by the introduction of prohibition would be very acute. All the tappers and others who are in some way or other dependent on the business are thrown out of job due to prohibition would not be successfully employed in Palm Gur Industry. However if the industry is to prosper the Government of India may have to consider the question of granting a subsidy thereto.

GOVERNMENT OF MADHYA BHARAT

1. Madhya Bharat State was inaugurated on the 28th May 1948 and soon after its formation the Government introduced absolute prohibition of liquor, opium and ganja in one of its 16 districts, namely Bhilsa, having an area of 2114·4 square miles and a population of 293023. Bhang, of course, continued to be unprohibited intoxicant and is sold at retail shops by licensed vendors as in other districts. In the beginning a very restricted number of ration cards were issued to certain old addicts of liquor, opium and ganja on medical advice and that number, too, has been reduced year after year and the percentage of ration card holders today is as under:—

(i) Addicts of arrack (country liquor)	4·07
(ii) Addicts of toddy	Nil
(iii) Addicts of ganja	1.6
(iv) Addicts of opium	21·1
(v) Addicts of foreign liquor	Nil

Thus prohibition has been effective to a great extent in achieving its primary objective of eliminating the drink and drug evil.

2. (a) *Economic.*—The drinking classes (especially poor classes) have improved a lot in economic sphere. The economic position of the drinking classes is far better than pre-prohibition. The persons who were hand to mouth previously are economically much better off.

(b) *Social.*—The addicts used to be great source of mischief and criminal activity before the introduction of this reform. Not only the wives and children of the addicts were constantly tortured and put to shame but the neighbours also often received all sorts of insults and injuries. Thus the whole atmosphere round about an addict remained contaminated with all sorts of evils and there used to be a sort of social chaos. The family, of which he was the head, passed its days in constant danger of physical torture and degenerating humiliations. The effect of prohibition in this class has been very encouraging.

(c) *Health.*—There appears to be an all round improvement in health.

(d) *Moral.*—The cumulative effect of improvement in economic, social and physical condition of the addicts has certainly brought about a considerable improvement in their morals. Many addicts who used to live not only unproductive lives but constituted pockets of destructive and disruptive forces creating round them very often contemptible centres of corruption and immorality, have become sobre enough to flow into productive channels and have thus become free from many vices. Thus there has been an all round improvement in the socio-economic structure of society.

3. (a) & (b) *Rural and urban areas.*—As has been explained in reply to question 2, above, there has been general improvement in the efficiency and well being of the addicts, who mostly belong to the labour class.

(c) *Labour colonies.*—Bhilsa district does not include any big industrial centres, and, therefore, there are no labour colonies in the strict sense of the term.

4. (a) Naturally very favourable because it is they who have benefited the most as explained in reply to question 2(b) above.

(b) Happily Bhilsa district is free from communities like Parsis in Bombay which oppose prohibition. The addicts scattered here and there in Bhilsa district do not create any acute problem by way of a mass scale opposition to this reform.

5. Bhilsa district is virtually an island surrounded by other States almost in all directions. Although a portion of its boundry lying at the Madhya Pradesh border is safe due to prohibition in Madhya Pradesh, yet the portions touching Bhopal and Rajasthan borders are open to smuggling. There are complaints of illicit distillation particularly in rural areas and also of smuggling from adjoining areas *i.e.* Bhopal and Rajasthan, and it is difficult to control owing to paucity of sufficent staff and intermingling of borders.

Machinery for Enforcement

6. Active and trained officers themselves free from habits of drinks and drugs should be posted in such numbers as the local problem may require and they should be well equipped with fast conveyances and arms and ammunitions.

Necessary support of the Police machinery should also be made available to them. Active and persistent propaganda amongst the masses should be carried on by non-official bodies. Books to be prepared for schools where also this problem should be attacked. Young generation from the very beginning be made to feel the evils of drinking etc. This is all the more necessary in Adivasi areas.

(b) Stricter punishment of imprisonment and fine (or both) and prescribing a minimum punishment. Adequate reward to informers.

7. No such instances have been noticed. However, 'checks' are necessary.

8. Imposition of any reformatory measures by law all at once cannot be very effective unless mass support is enlisted in its favour. Through a vigorous propaganda machinery a psychology of hatred towards intoxicants should be created and then a system of rationing which may be made more and more rigid and stringent half yearly or quarterly, may be introduced. Ultimately the rations may be made available only on medical advice and prohibition may be introduced. Certain areas, where liking for intoxicants is already little, may be made ready, for prohibition earlier than others and, therefore, stages may be fixed areawise.

9. Before prohibition is introduced in any region, it should be the sacred duty of every institution, Government or public, to educate its staff and the public coming in its contact through various means of direct and indirect propaganda. Railways can do much by way of displaying propaganda posters in the Railway carriages and at the Stations. Similarly, Education Department can do a lot by introducing propaganda material in the books prescribed for study in various classes. The gram-panchayats and industrial concerns, specially those where there are huge concentrations of labour (and which in fact are very important centres of consumption of intoxicants) can also do lot of educative propaganda.

10(a) The propaganda section of prohibition scheme should be entrusted to prohibition committees consisting of enthusiastic [illegible] workers who are also the active members in other social welfare programme.

10(b) Prohibition on committees should form a very strong and well knit organization having as many active social workers in it as possible. Its members should be drawn from other social institutions and they should be mainly entrusted with the task of co-ordinating the propaganda work relating to prohibition and making it as broad based and extensive and intensive as possible through other public bodies of which they are members.

11. Yes. Drastic action in this respect does have very good effect in minimising illicit liquor.

12. Yes, because witnesses are generally less helpful in prohibition cases than in others and very often they turn hostile. There is a general tendency not to take serious view of prohibition crime.

13. In Bhilsa district there is not much scope for the illicit traffic because there is no big labour colony there. Addicts are few and scattered. Hence there is no organised illicit traffic.

(b) Illicit traffic is more prevalent in border areas of the towns like Bhilsa and Basoda which are connected by railway to Bhopal, from where smuggling is much easier. In other areas of the State, there is lot of illicit distillation and it is on increase and particularly in Adivasi areas.

14. In Bhilsa district no such problem has arisen. In cities and towns it has been noticed that this habit has also percolated amongst the students. As already stated above this problem should be tackled in schools and colleges.

15. Not in Bhilsa district.

This is present in adivasi areas.

Response of Public Propaganda

16. No.

(a) Lack of propaganda and marked decrease of enthusiasm and interest in this problem of general public. Now prohibition committees have been organised in some districts and it is expected that better public support would be forthcoming.

(b) Prohibition committees consisting of sincere and active people should be formed.

Necessary funds should be kept for their work. Constant propaganda by means of lectures, documentary films on this subject etc. Education Department should prepare special books for schools and if necessary for colleges also.

17(a). Prohibition committees, which have already been organised, should be able to do continuous and effective propaganda

(b) There is no such problem in Madhya Bharat. However, Government need not be afraid of any activity of vested interests. It should remain firm in its policy like that of Bombay Government.

18. Public and officers do regard convictions under Prohibition law as offences involving moral turpitude.

19. Yes. Much has been said above in reply to Question No. 2.

20. In Bhilsa district, which does not have any big labour colonies, the addicts are few and scattered and therefore, it is not practicable to organize any programme of counter-attractions.

But in big labour centres it should be possible to organize programmes of counter-attraction. Many kinds of indoor and outdoor games, reading rooms, free radio service etc., can be provided for in big labour colonies to keep them busy. It is really essential, specially for labour colonies, that there should be some entertainment to enable the labourer to relax himself after his nerve aching toils in the factory or in the field.

Unemployment Aspect

21. So far as Government employees are concerned there should be no problem at all as more staff is needed for enforcement of Prohibition than for running the Excise Department. But the problem of providing alternative avenue of employment can arise in connection with retail contractors, distillery contractors and their employees. The problem is not so acute in Madhya Bharat as most of them are cultivators and some businessmen also.

But there are so many other departments *e.g.* P.W.D., Forest etc., where they can have lot of contract business. Even at present many of the Excise contractors take P.W.D. and forest contracts and they can do the same business to a greater extent. The distillery contractors should be able to take to so many other industries.

Financial Aspects.

22. In part A States Sales Tax has replaced Excise. But in most of the Part B States Sales Tax has replaced land Customs and as such it is really a very big problem to find out an alternative source of income.

Prohibition Committees.

23. Prohibition committees have been set up very recently in this State.

24. Yes.

1(a)(i). About 50%.

1(a)(ii). In the interior of dry districts, very negligible percentage of persons is consuming toddy. In areas bordering wet districts, about 50% are consuming.

1(a)(iii). 10%.

1(a)(iv). 10%.

1(a)(v). 10%.

2. Yes. The general standard of living of the drinking classes has improved to a considerable extent.

2(a) (b) (c) & (d). There is some improvement in all these directions but no regular survey has been conducted by the State Government in this behalf.

3. The efficiency and well being of labour have improved in these areas.

4(a). Women in general have welcomed prohibition.

4(b). Religious precepts invariably support prohibition. Customarily too there is a certain amount of social odium attached to drink. Raising the cultural level of the people by suitable propaganda including the propagation of general religious ideas will assuredly help the enforcemnt of prohibition by creating the right social atmosphere therefor.

5. Yes, for the following reasons:—

(1) Demand from the old addicts. (2) Anti-social elements taking advantage of the demand from the addicts to earn money easily and quickly. (3) Easy availability of raw materials and simplicity of process in manufacturing illicit liquor. (4) Lack of active cooperation from public. (5) Magistrates not awarding deterrent sentences.

6(a). Preferably police.

6(b). The following changes in the law are suggested:— 1(a) Not only the alleged culprits, but also persons behind these, should be effectively tackled. Suitable law to book these powerful behind-the-screen persons and institutions should be tackled by suitable legislation. (b) A minimum sentence of 6 months R. I.

should be prescribed for grave offences like, (i) transport, (ii) manufacture, (iii) sale, (iv) possession on large scale. (2) Section 75 of the Indian Penal Code must be made applicable for offences mentioned in (1). (3) Except for medical purposes no permit should be issued under any other circumstances. Even there only the gravest cases should be considered.

7. Certain corrupt practices are reported to have sprung up among officials. Hence the only way of eliminating the same is to post men of character and integrity.

8. In the light of experience gained in the Mysore State, introduction of total prohibition would be better. This could be achieved by Union Government making good the loss of revenue by enforcing total prohibition.

9. (1) Educative propaganda must be carried on by teaching evils of drinks in schools, exhibition of films, etc.

(2) The services of all Government Servants and labourers who actively participate in prohibition should be recognised and amply rewarded.

(3) Railways must render better cooperation by greater vigilance.

(4) Industrial undertaking must help labour unions by way of opening canteens and other entertainment facilities so as to wean away labour class from the drinking habit.

10. (a) All the social service organisations like Adult Literacy Council, Cultural Propaganda Organisation, etc. should take up propaganda on this matter.

(b) The cooperation of these organisations should be enlisted. By their vigilance they can bring to book the anti-social elements. Propaganda by such organisation will be more helpful.

11. Yes. Seizures and imprisonment are more effective in decreasing the sale of consumption of illicit liquor.

12. No.

13. (a) It is more organised than sporadic. Yes. The old and present excise contractors as well as new adventurers are behind such organisations. Many cases of illicit traffic are traced to them.

(b) Illicit trafficking is more prevalent in wet areas bordering dry areas by excise contractors and their employees.

14. Drink habit has also spread to a negligible extent amongst students. This could be avoided if proper supervision and care is exercised over such students both by the parents and by the Wardens in charge of Hostels in the cases of pupils residing there. Deterrent departmental punishment like expulsion from school or rustication should be provided.

15. It is prevalent among women of certain classes. But it is not spreading. In dry areas, drinking habit among women of these classes is decreasing.

16. Prohibition has not received the active support of the general public to the extent expected.

16. (a) There is normal public apathy as in the case of other reformative movements.

(b) Propaganda work enlightening the public on the evils of drink should be carried on quite effectively. A sense of civic responsibility must be instilled in the minds of the public by legislators and other leading public.

17. (a) Suitable committees consisting of the leading men in a particular area or locality for carrying on effective propaganda on prohibition should be constituted. These committees should enlist the co-operation of (1) Political parties, (2) Social organisations, (3) Religious Organisations, (4) Temperance League, (5) Village Panchayats and (6) Municipal Councils. Social Welfare boards should give their priority on their platforms.

(b) Effective measures for carrying on propaganda on prohibition might automatically overcome the opposition to the prohibition policy.

18. As the taking of drinks is considered a habit and fashion of the day by some, convictions under prohibition laws for drunkenness are not generally regarded as very serious and therefore, such offences are not considered as involving moral turpitude.

The serving of drinks at parties should be avoided. Wherever it is made available to persons by licence, it should be made available at very heavy prices.

19. Yes; to a great extent.

20. Establishment of hotels, supplying cheap coffee, and tea, Bhajan Mandirams and free cinema houses, in the area where drinking population is dwelling may perhaps help in weaning them from the drink evil.

21. The men thrown out of employment should be absorbed in industrial concerns and factories both private and Government owned. Land grants may also be made to settle them on agriculture.

22. Taxation in the State has already reached its peak and any increase in the existing rates will act as a hardship to the general public. The Central Government shall devise measures for balancing tne budget of the State consequent upon the introduction of prohibition throughout the State.

23. There are at present no such committees in the State. The prohibition committees would function well if men of character and integrity are on the committee.

24. Yes.

GOVERNMENT OF PEPSU

1. Since prohibition has not yet been introduced in this State, the question does not arise. The present position in respect of the various drugs mentioned in the question is as follows:

(i) No arrack is consumed in this State.

(ii) There is neither any production nor consumption of toddy in this State.

(iii) The use of ganja and charas is totally prohibited in this State and it is nowhere sold. Very minor smuggling of charas has been noticed and its addiction is limited to only a few persons.

Bhang licences are not separately granted; the opium licensees are allowed to make sales. Its sale is, however, reported to be on decline from year to year. It is neither used as a drink on festivals nor on religious occasions. Hardly one per cent of the population of this State is used to this drug; but even they in the real sense cannot be pronounced as addicts of this drug, as the use is not regular.

(iv) Although no regular statistics are available, yet from obvious factors it can be concluded that there is no decline in the number of addicts of opium.

(v) There is no decrease in the number of people taking foreign liquor.

2. (a) Prohibition has not been introduced in this State and, therefore, its effects cannot be judged.

(b) In view of the above no comments can be offered in respect of (a), (b), (c) and (d).

3. Prohibition has not been introduced in this State so far and, therefore, its effects on efficiency and well-being of labour cannot be judged.

4. (a) The women in this part of the country do not countenance the use of intoxicants with favour. They would welcome the introduction of prohibition.

(b) Agriculturists form 72% of the population of this State and the use of liquor is frequent at the time of social gatherings. Though use of liquor is forbidden by the religious scriptures, yet in practice the position is quite different and the principles

embodied in the religious scriptures are not adhered to in their letter and spirit. In urban areas too it has been seen that the people belonging to priestly classes also take liquor. There is hardly any prejudice in the minds of the people against drinking and, therefore, it is very difficult to drive out the notions from the mind of the people.

5. Since prohibition has not yet been introduced in this State, the question does not arise.

Machinery for Enforcement

6. (a) In this part of the country where majority of the population is addicted to drinking, some special machinery will have to be set up for checking crime. The existing police and excise staff will have to be increased considerably and only then they will be able to cope with the situation. The problem shall have to be tackled on the social field as well in order to make a success. Prohibition should not mean replacement of illicit liquor by illicit liquor, as that would defeat the very object of prohibition. It would, therefore, be necessary to engage numerous volunteers for the purpose of propagating the evils of drinking. Details of the staff can be worked out at the appropriate moment.

(b) So far excise offences have been treated as offences against the revenue of the State and not criminal ones like other crimes and so the punishments for these offences have been light comparatively. The Magistracy should award deterrent punishments in excise cases. Some comprehensive legislation should be adopted for checking the misuse of spirituous preparations containing high quantity of alcohol. These may be issued only on the prescription of a qualified medical practitioner.

7. Prohibition has not been introduced in this State and, therefore, no definite comments can be offered in this respect.

8. If prohibition is to be introduced, it should be done by stages areawise.

9. The railways and other public and private industrial undertakings should adopt means of propaganda against taking liquor and to let the labourers know the harms that it causes to them. They should also encourage the habit of thrift amongst the labourers employed by them by organising thrift societies and provide recreation for them. In educational institutions a lot of propaganda through books, lectures and cheap literature can be done.

10. (a) Prohibition campaign is definitely a part of Social Wel-

fare Programme which can only be made popular through persuasive means and by educating the masses. They should also be apprised of the dangers which illicit distillation is bound to create in case of total prohibition.

(b) Services of temperance leagues, prohibition committees and of religious organisations can be of much help in the propaganda work in favour of prohibition. There are no such organised associations in this State, who may take up the propaganda work independently. Village Panchayats can do a lot of work in this direction. Section 29 of the Pepsu Panchayat Raj Act, 2008, provides that no license for the sale of excise articles shall be granted within the Sabha area if the Panchayat by a resolution confirmed by a majority of members in the meeting of the Sabha convened for the purpose prefers objection to the grant of the licence.

11. Constant prosecutions, fines and imprisonments have not brought about the desired result in checking illicit distillation. In fact, a large number of cases do not succeed in the law courts for want of proper witnesses and other technical defects. Illicit distillation in this State is carried on in villages and it has been felt that proper co-operation is not forthcoming from villagers. Law abiding persons do not come forward for giving information due to fear of bad characters, who indulge in illicit distillation. Punishments provided are also not considered to be adequate.

12. Prohibition has not been introduced in this State and, therefore, the question does not arise.

13. Since prohibition has not been introduced in this State, cases of illicit traffic in liquor on organised lines have not come to the notice. Cases of taking away of liquor in excess of private limit of possession or of transporting it without permits are detected very rarely. Illicit traffic is thus sporadic so far as this State is concerned.

(b) Since prohibition has not been introduced in this State, the question does not arise.

14. This is for Heads of Educational Institutions to answer.

Remedies

(a) Strict enforcement of rules:

Liquor licensees in this State are not allowed to make sales of liquor to any persons below the age of 18 years, and departure from it is a contravention. A term in licences prohibiting serving of liquor to students should be provided. Girls should not be permitted inside a liquor shop, nor liquor shop should be located near educational institutions.

(b) Heads of educational institutions should also keeps a strict watch over the activities of the students and should report the names etc. of the students who may take to drinking etc. to the proper authorities.

15. Women in this part of the country do not like the use of liquor.

16. Since prohibition has not been introduced in this State, the question does not arise.

17. (a) There are no such agencies of organisations existing in this State whose services may be utilised for propagating the cause of prohibition. Organisations who may have programmes of social uplift at their back can be of some help, because the fundamental principle lying under prohibition is to raise the moral of the people.

(b) Since prohibition has not been introduced so far in this State, the only vested interests which are at present making money out of this trade are distillers and licencees. There is only one distillery but the number of licencees who have been carrying on the trade in selling liquor and opium is about 1500. The problem is, therefore, not so serious so far as this State is concerned.

18. Since prohibition has not been introduced the question does not arise.

19. Prohibition has not been introduced in this State. Nothing can be said at this stage.

20. Prohibition has not been introduced in this State. Means of diversion will have to be provided to wean away people from this habit.

21. In view of the reply to question 17 (b), it would appear that the question of rehabilitation does not present a problem in this State.

22. Excise revenue is one-fourth of the total revenue of the State and the introduction of prohibition is bound to dislocate the finances which are badly required for development plans. Fresh taxes, even if introduced may not fill up the gap caused by loss of Excise revenue. Any further charge on land is also not advisable particularly in the days of fall in prices of agricultural products.

23. Prohibition Committees have not been constituted in this State.

24. If prohibition is introduced, it should be reviewed after certain intervals in order to know the extent to which it has been successful.

GOVERNMENT OF SAURASHTRA

1. Before dealing with the question how far Prohibition has been successful in the State of Saurashtra, it is desirable at the outset to go into the background regarding Abkari rules and regulations prevailing in the various States and Estates of Saurashtra before political integration.

There were over 222 different States and Talukas in Saurashtra prior to integration. There was no uniform system as regards levy of excise duty or control over the sale of country liquor. The system of giving Ijaras *i.e.*, monopoly for distilling and selling country liquor, was prevalent prior to integration. In some States like Bhavnagar and Dhrol, Prohibition was in force prior to integration, but Abkari Rules were enforced by these States according to their own arrangements. In short, before the integration and the formation of the United States of Saurashtra, the Abkari Rules and Regulations were not uniform in all the States.

In the year 1948, the State of Saurashtra was formed. With the coming into force of the democratic Government, the State adapted and applied with effect from the 1st January 1950, the Bombay Prohibition Act (XXV of 1949) with the exception of Chapter III. The entire Prohibition Act including Chapter III came into force with effect from 6th April, 1950. Prohibition has been effective in achieving its primary objective of eliminating or reducing the drink and drug evils because with the adaptation of the Prohibition Act all distilleries manufacturing country liquor were stopped. As already mentioned there was nothing like excise duty on the sale of country liquor. The price of country liquor was very cheap, and therefore members of the backward classes were attracted towards this vice. But, on the closure of the country liquor shops and distilleries and the introduction of the permit system for foreign liquor the consumption of country liquor was totally stopped and foreign liquor was made available only at high prices. Most of the addicts have gradually left the drink habit and they have admitted that Prohibition has proved to be a great blessing to them. They are now able to spend the income thus released on food and clothes. The primary object of eliminating evil of drink can therefore be said to have been achieved successfully.

In Saurashtra addicts of arracks and toddy are nil. Addicts of ganja and bhang number 988' Thus the percentage comes to :024; with 11,423 opium permit holders the ratio of addicts works out

to ·207%. There are in all 235 permits for foreign liquor, which are issued on health grounds. Thus, out of the population of 41·4 lakhs, there are only at present 12,646 addicts of foreign liquor, opium, ganja and bhang.

2. Prohibition has definitely resulted in improving considerably the condition of the classes and persons addicted to drinks and it has generally raised their standard of living. Formerly, the income which used to be spent on drinks deprived the addicts and their family members of their rightful place in society. The addicts used to mortgage land, houses and ornaments of their family members. In short, they were not able to maintain the family and give them proper food and clothes. It has been unanimously emphasised at the various meetings held in different parts of the State in connection with Prohibition and by Sar-Panchs of Gram Panchayats that Prohibition has definitely raised the standard of living of the masses. Now-a-days, the addicts not only maintain their families within their earnings but they are also able to save from their income for the future. Some addicts have now been able to redeem the mortgages which they were not able to do before the introduction of Prohibition. The addicts have now become conscious of their rights and duties as citizens. They have now formed regular unions. They are now actively participating in "Sanskar Kendras"* which have been started by the State Government in different places.

From the health point of view the condition of the backward classes has considerably improved. Figures of crime have gone down.

3. Before the introduction of Prohibition labourers were not conscious of their individuality. After the day's hard labour, in order to forget the miseries of life, the labourer used to go straight to the country liquor shops. He not only ruined himself physically and financially but also ruined his family members who were not addicted to this vice. With the introduction of Prohibition in Saurashtra and owing to the closure of country liquor shops the labourer's energy is now diverted to better things in life. He has now become conscious of the dignity of labour and his individuality. In the rural areas, the former addicts have taken to farming more seriously. Entertainments are arranged periodically in labour colonies to make the labourers forget the day's hardwork.

4. (a) Women in Saurashtra are in favour of Prohibition and they have welcomed the Prohibition Policy. They are now free from the rude treatment used to be meted out by their drunken husbands before the introduction of the Prohibition.

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*Sanskar Kendras are specialised type of social education centres catering to particular needs of backward classes or communities.

(b) There are no such customs and caste observances in Saurashtra which oppose Prohibition.

5. Drinking was never a very serious problem in Saurashtra. There is no large-scale illicit distillation or smuggling; crime figures have gone down considerably in the last two years. However, the evil of spirituous medicinal preparations used as beverages, misuse of denatured spirit and consumption of eau-de-cologne are there to some extent. The reasons for such consumption are the non-availability of the country liquor and the judgment of the Supreme Court in which it has been held that no restriction can be placed on the sale of spirituous medicinal preparations. Certain spirituous medicinal preparations contain high percentage of alcohol, and as a substitute for drink, old addicts have resorted to this practice. Legislation is under contemplation of the State Government to cope with the situation.

6. (a) Enforcement of strict prohibition by mere detection alone is not sufficient. There must be educative propaganda on a large scale. In rural areas Gram Panchayats, Revenue officials and even Home Guards should be utilised for the purpose of strict enforcement of Prohibition. In urban areas, municipalities and non-official Prohibition Advisory Committees should be entrusted with the work of Prohibition propaganda.

(b) Complete control over excisable articles, including spirituous medicinal preparations and eau-de-cologne, should be enforced by adopting the following measures:—

(1) The spirituous medicinal preparations intended for use by any individual is generally prescribed by doctors. Normally, spirituous medicinal preparations prescribed by doctors are either procured from dispensaries maintained by doctors or from dispensing chemist. But, after the judgment of the Supreme Court persons interested in the sale of spirituous medicinal preparations as beverages obtain bottles of spirituous medicinal preparations from chemists and manufacturers and sell to individuals without restriction. If complete prohibition on the sale of spirituous medicinal preparations without the prescription of the medical practitioner is enforced, the source of getting spirituous medicinal preparations could be stopped.

(2) Complete prohibition on the sale of Eau-de-cologne to anyone except on medical prescription from a registered Medical Practitioner.

(3) Restriction on the sale of denatured spirit to permit holders for bona fide domestic use.

(4) Restrictions on sale preparations of denatured spirit such as French polish to permit holders for bona fide use.

7. So far as Saurashtra is concerned, due to general approval of the prohibition policy by the people of the State, illicit distillation or smuggling and other undesirable practices are very few and hence this problem of corruption on account of enforcement of prohibition policy is not at all significant.

8. In Saurashtra total Prohibition was introduced at one stroke. In our view, prohibition should be introduced all over the country, in all the States irrespective of any financial considerations. All graduated steps will merely mean more trouble and undesirable consequences for the society as well as the State.

9. Railway authorities in prohibition areas should be asked to co-operate fully with the police and excise, in delivering parcels of excisable articles. The Railway servants posted in the Prohibition areas should also be made aware of the responsibilities and the law of Prohibition. Industrial undertakings, whose activities tend to furstrate the policy of Prohibition, should not receive any Government support.

Industrial undertakings should open institutions like "Sanskar Kendras" and educate the staff and labour employed by them so as to keep them away from the drink habit. They may also help the Government by making a rule to the effect that no addict of liquor will be employed in service by them.

10 (a) On the organisational side we should have district-wise Prohibition Advisory Committees, Sanskar-Kendras and Social Welfare Boards. Government should maintain liaison with these bodies by associating a few officials with the activities of these institutions. The programmes of these social welfare bodies should include documentary films on prohibition and lecture tours.

(b) The Prohibition Commissioner may be authorised to render advice to these bodies in the matter of holding periodical lectures, social gatherings etc., at which the advantages of prohibition could be explained. The temperance leagues could also be used for opening demonstration centres where the benefits derived by families of addicts could be visually demonstrated, they could also be subsidised by Government to organise musical concerts, cinema shows etc.

11. Crime figures of the past four years show that enforcement of the prohibition law in the normal way has been effetive.

12. It is acknowledged that acquittals in Saurashtra in prohibition cases are more but this is because of legislation which is often held as ultra vires of the Constitution by courts. For example, the latest judgment of the Supreme Court has again compelled the State to amend the legislation on the question of burden of proof on the point of consumption.

13. So far as Saurashtra is concerned, the materials for illicit distillation such as Mohra flowers and Molasses are not locally available. They are procured from Uttar Pradesh. Rectified spirit and denatured spirit are also not manufactured in this State. They are imported from other States. Therefore, there is no fear of organised illicit traffic of liquor in this State.

14. In Saurashtra, there is no report of such kind. The evil of drink is not prevalent amongst the students.

15. The drink habit amongst women here is not prevalent.

16. Yes.

17. (a) Please refer to replies to Questions 6(a), 10(a) and (b).

(b) There is no such problem in Saurashtra. If all are made to feel that prohibition is a fact and the people and Governments both Central and States mean to enforce prohibition throughout the country, if possible at one stroke, this will effectively checkmate efforts of vested interests opposed to prohibition.

18. In Saurashtra, to drink liquor is considered to be a great sin. It lowers the man in the eyes of the public and it is considered as a social vice. Therefore, the attitude of the public is unsympathetic to the offenders and this is also one of the reasons why Prohibition has been successful in Saurashtra.

19. Due to prohibition, affray on public roads, rude treatment to women and members of family by drunkards and family feuds have decreased. Crime figures have gone down.

20. Please refer to reply to Questions 10(a) and (b).

21. Prohibition has been enforced in Saurashtra since 1950. The unemployment caused by the introduction of Prohibition has not been very serious in the State. All those thrown out of employment have since settled down. Since the various States are now carrying out a large number of schemes under the Five Year Plan, it should be possible to find alternative employment to those employed on toddy tapping etc. With the spread of small scale and village industries and larger Governmental expenditure on such development, the problem of settling the unemployed as a result of introduction of Prohibition would not be difficult.

22. Total prohibition has been introduced in Saurashtra and as brought out in replies to earlier questions, the problem either from the point of view of administration or from the point of view of finances has not been very difficult. The loss of revenue because of the peculiar conditions obtained in Saurashtra, cannot be said to be such as would materially affect the balancing of the finances of the State Government and no special measures, therefore, have been necessary. It is true that even the present small revenue from excise duties will go down and in regard to narcotics the entire excise revenues will disappear in the year 1959-60. This loss is on account of the commitment of Government of India in respect of an International Convention. The Taxation Enquiry Commission has pointed out that enforced abstinence on the part of the addicts will not only improve their physical condition and assist their economy but will also lead to better working efficiency which may lead to greater earnings and larger general consumption. This in turn will, to a certain extent be reflected in the increased tax revenues of the State. The process will, of course, be slow and the increase in receipts may not fully compensate the loss but so far as Saurashtra is concerned, the problem is not likely to be very serious.

In view of our limited experience, we would not like to hazard any opinion or suggestion regarding the measures that could be taken to balance the finances of other States in India in case they were to enforce total Prohibition. However we would make one humble suggestion that for the first seven years, the Union Government should make good the losses to the State Governments to the extent of 100 per cent., 90 per cent., 80 per cent., 70 per cent., 60 per cent., 50 per cent., and 40 per cent. respectively on the introduction of total Prohibition all over the country *at one stroke.* The State Governments should gradually make good the losses in revenue by introduction from year to year of other taxation measures in their States. In the eighth year after the introduction of Prohibition, the Central grants towards this loss should cease. It will not be difficult for the State Governments to cover up this loss of revenue due to introduction of Prohibition in course of seven years.

23. Prohibition Committees are functioning well in Saurashtra.

24. In order to assess the progress of Prohibition it is desirable to have frequent reviews. Such reviews will help the Government in making Prohibition more and more successful.

Effect of Prohibition

1. It can be definitely stated that by the implementation of Prohibition in the State the drink and drunk evils have considerably gone down even though it cannot be said that it has completely succeeded in wiping out these injurious habits.

(a) (i) Addicts of arrack 15 per cent.

(ii) Addicts of toddy 20 per cent.

(iii) Addicts of ganja and charas 10 per cent.

(iv) Addicts of opium 5 per cent.

(v) Addicts of foreign liquor 15 per cent.

2. Prohibition policy has done immense good to the poor classes who were formerly suffering under the influence of drink. It has surely resulted in the improvement of their economic, social, health and moral standards. Prohibition is a necessary step in raising the standard of living and consequently it has raised the economic status of the drinking classes. In the health and moral standards also there is steady improvement. The addicts who have given up drinking have been benefited as regards their health and their purse.

3. Prohibition has great effect on the efficiency and well being of labour. As for the workers' condition it is a blessing to every workman in the country. Worker's condition in the Prohibition areas has certainly improved consequent on the introduction of Prohibition. This is evident from the amount of labour that has been turned out in a disciplined and responsible way and prohibition has added to the efficiency of labour both in the rural and urban areas.

4. (a) The women are the staunch supporters of prohibition and they welcome prohibition campaign.

(b) Customs and caste observances of the people do not hamper prohibition work in the State.

5. It cannot be said that prohibition has led to increased illicit distillation, smuggling and such other malpractices.

Machinery for Enforcement

6. The existing administrative machinery can be effectively used for the enforcement of prohibition. Prohibition offences should be made non-bailable. Special Magistrates should be appointed to try prohibition cases. The present prohibition enforcement staff is labouring under great handicaps like lack of public co-operation in turbulent areas, lack of equipment, arms and ammunition and means of communications among the officers and the absence of sufficient number of fast moving vehicles for the departmental staff to move about and to detect offences. There are ever so many loopholes in the Prohibition Act of the Travancore-Cochin State and an expert lawyer can easily detect those and can save his client. The loopholes in the Prohibition Act should be plugged up and the Prohibition Act should be made air-tight.

7. Corruption among prohibition officials is very scarce and if anybody is detected of such a crime the department is taking severe disciplinary action against him. Inadequate remuneration of the low paid subordinates has led them sometimes to go astray. This can be overcome by giving adequate remuneration coupled with facilities for transport to the field staff.

8. The go slow policy advocated by the Government of India in regard to the introduction of prohibition *is followed in most of the States to avoid financial deficit*. Even from the financial point of view this is satisfactory; but for the complete enforcement of prohibition, it is desirable to have prohibition throughout the State *at once*.

9. The Railways, public and private undertakings should be directed to give timely information to the Prohibition Staff and render all possible help to book the law breakers.

10. (a) The Society in general is indifferent to the Prohibition Campaign. Local Vigilance Committees should be formed for propaganda work and for helping the prohibition staff.

(b) Temperance Leagues, Prohibition Committees, religious and other organisations should be requested to go to the assistance of the prohibition staff, if necessary and to co-operate with the prohibition staff to find out and help in convicting culprits.

11. It is a fact that a noble reform of this kind cannot be successfully worked out without hearty co-operation of the public. The public sympathy and co-operation have not been forthcoming to a sufficient and effective degree. There must be intensive propaganda against drink evil. Mere punishment alone will not eradicate it.

12. Acquittal in prohibition cases is more frequent than in other cases. Society in general does not take active interest in prohibition

and so successful prosecution is most often very difficult. The prosecuting officers are not sufficiently well up in law and procedure and due to their inefficiency many cases are thrown out.

13. (a) Illicit traffic in liquor to a certain extent is sporadic. Those who are engaged in this nefarious trade make handsome profit and the lucrative nature of this wholesale bootlegging is very attractive. They infest particular areas in the remote corners and hill tops to conceal their activities from prohibition officers. Such offenders escape detection at time and day by day more people including the ex-addicts are tempted to co-operate with them in the violation of law.

(b) It is noticed that in the industrial working centres illicit traffic in liquor is more prevalent because of the slump in the industry.

14. As far as the Department is aware students in general are mostly free from this evil. There are only very rare instances in which students are parties to prohibition crimes. Propaganda has to be made in the colleges, among the younger generation inclusive of students, to whom the prohibition policy will be appealing.

15. Drink habit has not spread among women generally. They are mainly staunch supporters of the prohibition policy and they have been always averse to drink.

Response of Public and Propaganda

16. (a) In general, Prohibition has not received active support of the masses due to poverty and the food value of toddy.

(b) Providing labour which will fetch living means will detract the mass from resorting to illicit practices. Systematic propaganda should be made to educate the mass to look upon those who drink for enjoyment with aversion.

17. A lot of propaganda has to be carried on to educate the public about the evils of drink and to provide entertainments to ex-addicts. Propaganda can be conducted through the various agencies, like cinema, demonstrators, loud speaker talks, schools talks, dialogues, dramas, special meeting during fairs and festivals etc.

Every village and every town must contain a strong nucleus of prohibition sentiment. Paid propagandists are not enough. There must be local societies and groups who will work actively for prohibition.

18. Educated public and officers despise drunkenness but the public do not render whole hearted support to secure convictions. Drunkenness is not regarded as an offence involving moral turpitude.

Counter-attractions

19. Prohibition has done good to society and there is considerable diminution in bad behaviour, brawls and family quarrels arising from drunkenness.

20. For providing counter-attraction to addicts especially poor classes, entertainments in the form of cinemas and dramas should be arranged stressing the evil aspects of drink. Ameliorative work should mainly include wide propaganda on behalf of the scheme. Steps should be taken to organise co-operative societies and to promote cottage industries, restaurants, and stalls may be opened and maintained under the ameliorative scheme and Government grants should be given to them.

21. Those who are thrown out of employment as a result of prohibition have to be provided with works they like next best.

22. The introduction of prohibition, while it raised the moral stature and promoted the well being of the common man, has led to a substantial reduction in the revenue of the State. The Government have sought to compensate the financial deficit by the introduction of the sales tax.

23. It is advisable to constitute prohibition vigilence committees in many important rural centres. In the earlier stages of the introduction of prohibition in the State such committees were constituted to render the necessary help to the prohibition enforcement staff and to conduct wide propaganda in favour of the policy. Later it was abolished as they are found to be superstructures. As the Panchayats have come into existence very recently throughout the State, it is better to entrust the Panchayat with the work which was formerly done by the Prohibition Committees.

24. The Department emphatically recommends that frequent reviews of the working of the prohibition policy are absolutely necessary.

GOVERNMENT OF AJMER

1. Prohibition as such is not in force in this State. Only first step towards prohibition has been taken under which among other restrictions quota of each kind of intoxicant has been reduced, and therefore at this stage it was not considered desirable to collect the data as required.

2. Reply as against item 1.

3. Reply as against item 1.

4. (a) Practical experience shows that women are generally and obviously in favour of prohibition.

(b) As far as customs and caste observances of liquor drinking classes are concerned there is no effective opposition or support to prohibition but it is customary among such classes to serve liquor on the occasions of certain festivals, marriage, panchayats and 'Mosars' (death anniversaries). Such being the case the question to make use of the one to neutralise the effects of the other does not arise.

5. As prohibition as such is not in force in this state nothing can be said in this connection at this stage of prohibitive measures.

6. (a) Strength of the administrative machinery for the proper enforcement of prohibition depends on the size and geographical position of each State. However to make prohibition a success there ought to be:—

1. Sufficient staff (gazetted & non-gazetted) for prevention and detection of offences. Such staff be provided with automobile conveyances, arms and ammunition, as may be considered necessary for the purpose. It also appears necessary that Informers paid from contingencies be appointed to bring information secretly from various quarters.
2. State Prohibition Board having official and non-official members, and sub-committees as under:—
   - (a) Education and propaganda.
   - (b) Recreation, counter-attraction and social welfare.
   - (c) Research and statistics.
   - (d) Vigilance.
   - (e) Medical facilities.

(b) Following changes in the existing laws appears necessary.

(i) Deterrent punishment be provided.

(ii) In no case excisable articles (liable to confiscation under the law) together with any receptacle, package or covering in which they are found be returned to the owner on payment of fine in lieu of confiscation. Provision of allowing option to the owner of the thing liable to confiscation under Excise law to have such things back on payment of fine in lieu of confiscation, where it exists in Excise Act be deleted.

7. As prohibition as such is not in force in this State nothing can be said in this connection at present.

8. Prohibition by gradual stages throughout the country will effectively help the enforcement of prohibition. Areawise prohibition by stages is likely to give rise to smuggling and other malpractices.

9. (i) Encouragement be given by Government, Railways and other industrial undertakings, public or private, to the staff and labour employed by them in the shape of reward.

(ii) Good entry in annual confidential reports. Some means of entertainment such as free cinema shows, sports, etc. may be provided by the petty employers.

10.(a) All departments having direct contact with the masses should be asked to give information promptly as regards social welfare programmes. On receipt of such information it shall be the duty of the prohibition staff to contact the organisers of such programmes for prohibition campaign.

(b) Members of such leagues, committees and organisations be persuaded to assist in the campaign against drink by intensive propaganda through lectures, films, etc. as well as by giving information regarding breaches of prohibition law.

11. Yes. Under the existing law prosecutions, seizures, fines and imprisonment have brought about appreciable decrease in the sale and consumption of illicit liquor.

12. Prohibition law is not in force in this State.

13.(a) Illicit traffic in liquor is an organised affair and not a sporadic one as disparity in prices and restrictive measures under prohibition have made it a lucrative business for the black-marketers.

(b) In this State such illicit traffic is mostly confined to unscrupulous persons residing in the interior and secluded parts of towns or villages. It is not possible to give definite details

14. This habit is not prevalent amongst the students of this State. However as a remedial measure it is suggested that tutorial staff be asked to impress upon the students the evils of liquor by imparting lectures and showing slides.

15. This habit is prevalent in labour classes such as Dhobies, sweepers, Darogas, etc. and also among Rajputs and women of higher society attending clubs.

16. As prohibition is not in force in this State nothing can be said in this connection.

(a) nil.

(b) nil.

17. (a) The best agencies appear to be Education Department, Public Health Department, Temperance Societies and Religious Societies and Clubs.

(b) Mass education amongst the drinking classes, rigid prohibition in clubs, bars or restaurants and alternative calling for the vested interests appear to be effective measures in this direction. It also appears necessary that provision be made in law for this purpose.

18. The officers and public are generally against drunkenness, but it is regarded as an offence involving moral turpitude.

19. Reply as against item 16.

20. (a) Establishment of Panchayat Ghars, and clubs in mohallas and villages.

(b) Outdoor games and recreations where are possible.

(c) Indoor games etc.

(d) Social and cultural functions.

The membership to these institutions should be restricted to those who take a vow against drinking.

21. They may be provided in the State owned factories, workshops and preferential provisions be made for them for employment in Government work centres, etc.

22. The prohibition policy is being introduced for the welfare and uplift of the nation and as such balancing the finances of the State should not be a guiding factor in the beginning. But at later stages when the economic and social development of the masses is ensured increase in direct and indirect taxation may be resorted to.

23. Reply as against item 16.

24. Yes—at least half yearly.

GOVERNMENT OF BHOPAL

1. Since Bhopal is not a prohibited State nothing can be said about the effectiveness of prohibition in achieving its primary objective of eliminating or reducing the drink and drug evil.

(a) No comments can be offered.

2. No comments can be offered.

3. No comments can be offered.

4. (a) No comments can be offered.

(b) People belonging to some caste consider drinks as essential luxuries at ceremonies whereas for some people religion does not admit of any drinks.

5. No specific information can be supplied about it. However it may be stated that large quantities of spirituous medicines both allopathic and homoeopathic and industrial prepartions containing even denatured alcohol are said to be freely used by the addicts of "dry" States.

6. (a) No comments can be offered.

(b) The Drugs Act 1940 and the Excise Rules be so amended as to regulate the number of licences, amount of export, inter-State movement and use of spirituous medicinal and toilet preparations. Regarding changes in the prohibition laws no specific comments can be offered by this department since we have no experience of prohibition laws.

7. No comments can be offered.

8. In the opinion of the undersigned the enforcement of prohibition may be helped if prohibition went through stages in States where no attempt has so far been made in that direction. However fixing the stages area-wise might not be helpful since smaller dry areas surrounded by non-prohibited areas might bring about smuggling and other vices.

9. No comments can be offered.

10. (a) No comments can be offered.

(b) No comments can be offered.

11. Though constant prosecutions, seizures, fines and imprisonment in pursuance of the law have had some effect but it has not

been satisfactory because the prosecutions in respect of Prohibition offences have been reported to be successful in very few cases. Alcohol in many forms mixed with various other items has taken the place of liquor.

12. No comments can be offered.

13.(a). This Department has no comments to offer. This much can be said that spirituous medicinal, toilet and industrial preparations are profusely supplied.

(b) No comments can be offered.

14. No comments can be offered.

15. No comments can be offered.

16.(a) Educated people all over the country support prohibition. However uneducated people in view of their ignorance fall a prey to these evils.

(b) Vigorous propaganda against the evil of drinking by private and Government agencies be undertaken. Private and social organisations can impress much better than Government agencies.

17.(a) Apart from vigorous attempt through Press, social welfare organisations and public institutions like schools and colleges may be helpful.

(b) Since this is a very important issue strict punishment should be legislated for people directly or indirectly counteracting prohibition.

18. No comments can be offered.

19. No comments can be offered.

20. No comments can be offered.

21. In case of manufacturers of liquors having big factories, necessary alternatives in equipment may be arranged to manufacture high percentage of spirit free from impurities for use in industrial preparations. The personnel will be thereby absorbed. In case of ordinary employees Community Project Development Schemes may provide employment.

22. No comments can be offered.

23. No comments can be offered.

24. Certainly frequent reviews of the working of Prohibition may be helpful since the defects, alterations or amendments can be considered at times and necessary action be taken.

1. Total prohibition is not in force in Coorg. Consumption of liquors of all kinds including beer, country arrack, opium and ganja is regulated by the issue of permits. The fee for the permit is Rs. 2/- in case of country arrack, opium and ganja, and Rs. 3/- in respect of foreign liquor. In case of country arrack, each card holder is allowed only two bottles per month, foreign liquor 3 bottles. The holder of a country liquor permit is not authorised to possess foreign liquor. No restriction is imposed for the consumption of toddy, but the private possession without permit is limited to 4 seers. The number of toddy shops have been reduced to the minimum. It was 28 in 1947 and now the number of shops is 21.

(a) During 1954-55, 6209 permits were issued to the people addicted to take country arrack. 426 permits were issued for the use of ganja and 86 permits for the use of opium to the addicts of the respective drugs. 609 permits were issued for the possession and use of foreign liquor. The total population of the country is 2,29,000. About 50 per cent of the population are the labourers in the plantations and elsewhere. The above permit holders may be considered as addicts in respect of the respective drinks and drugs. About 50 per cent. of the total population may be taken as addicts of toddy.

2. This system of partial prohibition has resulted in considerable improvement in the condition of the working classes and agriculturists. When country arrack was freely sold in the licensed shops, drunken brawls and quarrels were a common sight in the streets both in the urban and rural areas; but now we do not find any such scenes and poor people are not subjected to the temptation of squandering their money and their families appear to be more happy and cheerful than before. One can see better health, better living conditions. Morallly and physically the conditions of the poorer section of the people have improved to a great extent.

3. In rural areas, the intoxicating drinks are not easily available. The labour and middle class people go to their homes earlier and one does not find any quarrel or unhappy scenes in the homes of the people either in the rural areas or in the urban areas. In labour colonies there used to be brawls and fights almost every day but we do not see any such scenes and the labourers are healthier and more contented with the wages they get. The women population in this State, as a general rule are not addicts of any kind of drug or drink. Formerly when their males went home fully drunk their living was

always miserable and unhappy. Now there is no such sign and there is greater contentment among the women folk both in the rural areas and labour colonies. The labourers now attend to social functions in large numbers and their behaviour in these functions is very sobre. They turn out better work, the relation between the employer and employed is more cordial.

4.(a) Women generally welcome prohibition. Total prohibition would certainly go a long way to relieve women folk particularly of the labour classes from the untold miseries. Financially their hard earned money would be used for better amenities to maintain themselves and their families. Secondly they believe that their men folk would behave better if they do not indulge in intoxicating drinks.

(b) The customs and caste observances of Coorg community do not prohibit the use of alcoholic liquor on certain occasions, specially during death cermonies and offerings to dieties etc. Liquor happens to be an essential offering: There are certain hill tribes known as Kudiyas who live mostly in the forest areas and it will not be possible for them to give up toddy drinking as they practically live on toddy.

5. Partial prohibition in Coorg has not increased illicit distillation to an abnormal extent. The surrounding area in Madras State is 'total prohibition area'. Therefore, liquor is not smuggled from the Madras State into Coorg. But on the other hand illicit distillation is supported and encouraged by the residents of Madras State living in the border areas and they offer heavy prices for illicitly distilled arrack. This tempts many of the illict distillers to distil arrack in jungles at night times. This is more evident in the areas adjoining Malabar and South Canara Districts of Madras State.

6.(a) The present Excise staff consists of an Excise Inspector, 7 Excise Sub-Inspectors and 5 class IV officers. The area of the State is 1,500 square miles and about 30 per cent. of it is forest. Therefore, the present staff is found adequate for the enforcement of the partial prohibition that is in force in Coorge since 1949. Whenever the Excise staff require more men large-scale raids, they obtain the assistance of police which is freely given.

(b) The Excise laws now in force in Coorge are quite adequate; as long as the present policy continues. There seems to be no need to make any change in the existing rules.

7. Corrupt practices have not sprung up among the officials. There is constant change and inter-change of these officials. The

country is small and any corrupt practice, one may attempt to commit, is easily brought to the notice of the Government and the officers are afraid of the consequences. Therefore, corrupt practices are almost nil in this State.

8. Coorg being a small state there is no need to introduce prohibition by stages in any particular area.

The existing procedure is effective enough and the result is very promising and helpful. But if the Government of India proposes to introduce complete prohibition all over India, this State will not lag behind in that respect.

9 & 9.(a) There are no railways or large-scale industrial undertakings in this State except plantations. At present the Government is arranging labour rallies and other social walefare programmes all over the State to educate the labour class in very many ways, Sports, inter-class dining, talks on various matters, cinema shows, etc., are arranged at these rallies, where employers and employees freely mix and take part wihout distinction. It is enough if these propaganda works are intensified.

10.(b) The religious and other organisations could also make it a point to carry on necessary propaganda work against drink evil.

11. In this State imprisonment is not usually enforced for officers under Excise regulations. Imprisonment is quite necessary in some cases. Mere fines have not improved the matters. The illicit distillers begin to distil as soon as the excise staff turn their back on them.

In this State, as there is only partial prohibition, mere consumption of illict or licit liquor is not an offence and it is not punished. If complete prohibition is introduced, consumption of intoxicating drinks will become an offence. But due to climatic conditions, some have developed the habit to take some kind of intoxicant drinks. If complete prohibition is introduced, the number of offences are likely to increase and on account of inaccessible hilly nature of the country covered with thinck jungle growth, it will not be possible to book the offenders and put down the offences against excise laws in a satisfactory manner. The staff to be engaged in prevention work would cost very much perhaps beyond the capacity of this State.

12. It is not usually so. But in some cases, the successful prosecution depends upon the way in which the cases are filed. There are no acquittals on frivolous grounds.

13. (a) In some places, the area adjoining the Madrass State where there is complete prohobition, illicit traffic in liquor is more prevalent as these areas are all hilly and inaccessible except by foot.

The illicit distillation is generally carried on in the jungles and it is almost impossible for the excise staff to reach these places unnoticed by the illicit distillers. They take advantage of this and carry on their trade.

(b) For reasons given above, the illicit traffic is more prevalent in areas adjoining Madras State.

14. The drink habit among students is not very apparent in this State. Only a few in the higher classes who see their parents and elders drinking, once in a way indulge in alcoholic drinks. But such cases are rare and it can be safely said that there are no addicts among student class.

15. Only the females of the mazdoors in the plantations who are usually addicted to drinks are accustomed to drink habit.

Response of Public and Propaganda

16. The partial prohibition prevailing in Coorg is supported by the middle classes.

17. (a) The village co-operative societies and the various Government organisations such as Labour Welfare Officers, Public Health Officers, Gramsevaks under Community Projects, School Masters, Bharat Sevak Samaj and other social workers could do a lot in this respect.

(b) No such opposition is found in this State.

18. Both the public and officers support prohibition idea. Convictions under Excise laws are also considered as offences involving moral turpitude by the middle class people. But the lower class people do not care for these convictions as imprisonment is not generally imposed.

Counter-Attractions.

19. Yes.

20. Opening of clubs, recreation centres, providing facilities for indoor and out-door games, organising cinema shows, dramas, increasing the number of adult education centres, establishment of attractive canteens for the supply of coffee, tea etc., at moderate rates are some of the counter-attractions that could be introduced to divert the minds of the people who are habituated to drinks.

21. If it is proposed to introduce complete prohibition there will be trouble only from those who are now engaged in tapping of toddy. These will have to be provided with lands and induced to become cultivators.

22. The total average income under 'VIII—State Excise' is Rs. 11 lakhs per annum. If total prohibition is introduced there will be no income. On the other hand Government will have to strengthen

the prohibition staff. At present expenditure under 'State Excise' is about Rs. 2,50,000/-. Under this is included a sum of Rs. 1,60,000/- for the payment of cost of arrack and the expenditure in connection with the running of the arrack depots. If total prohibition is introduced, the expenditure on staff will increase by three times to meet the pay etc., of the extra preventive staff that will have to be entertained to inforce total prohibition in this state.

The net result of the proposal would, therefore, be a loss of nearly Rs. 15,00,000/- to the public exchequer under this head. This state has been tapping all sources of revenue including Agricultural Income tax. Of course Sales Tax is not in force in Coorg. But Coorg is an agricultural country and it is a surplus State in agriculture and has plantations. Sales tax, if introduced would not compensate the loss that would occur on account of total prohibition as Coorg is chiefly an exporting State of raw produce and does not consume large quantities of consumer goods. Besides, this State has no power to impose fresh taxes without the sanction of the Government of India.

23. There are no prohibition committees in Coorg. These have not been set up as there is no complete prohibition in this State. There is only an Advisory Committee nominated by the Government consisting of members of the Legislative Assembly, Presidents of the local bodies, and a few Government servants. The working of this Committee is very satisfactory and has been generally helpful in continuing partial prohibition in this State and in its successful working.

24. Yes.

GOVERNMENT OF DELHI STATE

1. There is no total prohibition in Delhi. Some measures were adopted in Delhi to reduce the drinking evil but the result has been very limited.

(a) As Delhi is not a prohibited State or District it is not possible to answer this question.

(i) & (ii) There are no arrack or toddy addicts in Delhi.

(iii) There is no decrease in the number of bhang addicts. So far as ganja and charas are concerned, these are not sold in Delhi but the number of those who are addicted to smuggling ganja or charas has come down about 50 per cent.

(iv) Addicts of opium: No decrease.

(v) Addicts of foreign liquor: The number of foreign liquor addicts has gone up. It is difficult to give any percentage.

2. There is no prohibition in the State and any effect on the general standard of living or economic, social, health or moral aspects is not noticeable.

3.(a) All excise shops in the rural area of Delhi have been abolished though rural addicts can still purchase country liquor from the urban areas. Their number has gone down.

(b) There is no noticeable change in urban areas because there is no prohibition.

(c) There are no liquor shops in labour colonies but addicts purchase liquor from the country liquor shops or drink spirituous preparations which are easily available from various chemists and druggists. It cannot be said that there is any improvement in the condition of the labour colonies in this respect.

4.(a) Women in general favour the introduction of prohibition but they have so far not been able to exercise any effective influence upon their men-folk.

(b) The poorer castes have been indulging in communal drinking on their festivals and special family occasions. I do not know of any customs or observances in support of prohibition.

5. There is not much illicit distillation in Delhi State but there is considerable smuggling and consumption of spirituous preparations, specially in the colonies where there are no licensed liquor

shops. The reasons are non-availability of liquor and cheap prices of these preparations which addicts are prepared to pay.

6. A strong Excise Inspectorate staff with a whole-time senior officer of good character and non-drinking habits should be able to make a success of prohibition up to over 50 per cent. with the help of special excise police staff provided they are ensured adequate transport or mobility. This officer should not be tied down to his office table.

(b) The following broad changes in existing laws are necessary:—

(i) Serious offences under the Excise Opium and Dangerous Drugs Act like working stills, smuggling and possession of opium and charas in quantities more than a seer and of liquor in quantities more than 2 gallons and of cocaine in any quantity should be made non-bailable.

(ii) Imprisonment should be a compulsory punishment in the above mentioned offences and for a second or subsequent offence minimum punishment of six months should be prescribed.

(iii) All other offences of minor nature under the aforesaid Acts may be tried summarily.

(iv) The provision like 106 Cr. P.C. should be introduced for offences mentioned at (i) above.

7. This question does not arise in Delhi.

8. In Delhi all rural country liquor shops have already been closed. It is suggested that the number of urban country liquor shops is reduced from 7 to 4 and removed from congested areas. The number of foreign liquor shops should also be reduced by 33 per cent. as a first step and by 50 per cent after two years. In addition registration of addicts and fixation of quantities along with annual reduction can also be attempted as many of these shops as possible should be State-managed.

9. Government Railways and industrial concerns should carry out propaganda among the poorer section of the population specially of their labour with the help of cinema slides, keertan-bhajan mandalis, etc. Panchayats of employees living in small compact areas should be formed with the object of abolishing or restricting the use of liquor. The prohibition staff should make regular contact with them and help them to devise attractive programmes which would interest those for whom they would be meant and divert their attention from the drinking evil. Awards should be offered to those Panchayats and members of the staff who show commendable work.

10(a). Social welfare programmes should include entertainment

depiciting evils of drinking habit and emphasise benefits of temperance.

(b) The Temperance League, Prohibition Committee and religious and other organizations should arrange frequent lectures and light entertainment to bring the evils of drinking home to addicts.

11. Yes.

12. On the whole acquittals in prohibition crimes are not more frequent than in other criminal cases.

13.(a) Illicit traffic in liquor is sporadic and not organised. A study of the excise cases detected during the last several years clearly supports this opinion.

(b) There are chances of illict traffic in liquor from the adjoining districts of U. P. and Punjab as the price of liquor is comparatively lower there.

14. Only students coming from well-to-do families have picked up drinking. They frequently visit restaurants, hotels and clubs where liquor is usually served. This evil can be checked by banning entry of students to such hotels, restaurants and clubs where liquor is served. It would be better if permission of serving liquor is allowed to only a few hotels and restaurants.

15. Only some women belonging to advanced families have taken up drinking habit. The number of such women is quite low.

16. Prohibition has not received the general support of the public. More intensive propaganda would be necessary in this connection.

(a) The masses are illiterate and they do not understand the magnitude of this evil.

(b) As mentioned above, intensive propaganda through press, cinema slides, bhajan mandlis, etc. will be necessary. The cooperation of religious organisations and baradari panchayats should also be sought.

17.(a) As in para 16(b) above.

(b) Persons trying to bolster up opposition to the prohibition policy should be severely dealt with. They may be hauled up for abetting excise crime.

18. So far drunkenness is not regarded as an offence involving moral turpitude. This can be done by legislation.

19. There is no prohibition in this State and hence the question does not arise.

20. Same as in para 16(b) above.

21. Persons thrown out of employment as a result of prohibition can open shops for the sale of hot or cold drinks etc.

22. The following measures are suggested for balancing the finances of this State on the introduction of the prohibition scheme:—

(a) Increase of tax on motor spirit and tobacco.

(b) Enhancement of duty and licence fee on commercial spirit, spirituous preparations, homoeopathic dilutions and power alcohol.

(c) The Central Government will also have to increase its contribution towards the State income.

23. This question does not arise as there is no prohibition in this State.

24. Yes.

GOVERNMENT OF HIMACHAL PRADESH

1(a). Comparatice figures are not available.

2. Prohibition has been applied to only a very small portion and no opinion can be given as to its effect on the general standard of living. There must have been a decrease in crime.

3. Answer is the same as for question No. 2. There are no labour colonies in prohibition areas.

4. (a) Educated women favour prohibition.

(b) It is customary in certain parts of the State that apart from the usual labour charges the agricultural labour is fed on fermented liquor of low alcoholic contents after the work in the field is over. In certain families it is also customary to serve liquor on all religious occasions including births and marriages. Liquor is considered as godly drink and is served to dieties and is drunk in a festive manner.

5. There are no reliable statistics.

Machinery for Enforcement

6. (a) No separte administrative machinery is required. Enforcement may be done through agency of the police.

(b) Emphasis on imprisonment for richer people and adequate fines for poorer people is likely to prove effective.

7. The problem of corruption effects the administration of prohibition in the same way as it has its effects on other branches and no special measures can be suggested applicable only to the enforcement of prohibition policy.

8. Prohibition is being introduced in this State by stages and area-wise.

9. The employers should make it à condition of service that none of the employees should drink and if he is ever found to be drunk, he should be removed from service.

10.(a) Social welfare organisations should carry out temperance propaganda among poorer classes.

(b) All these organisations can do good to public if they carry out intensive propaganda about the evils of drinking and the use of opium on all public/religious gatherings and other social functions.

11. Adequate figures are not available.

12. No, the question does not arise.

13.(a) In this State, it is not organised, because it is not very profitable.

(b) There is not much of illicit traffic in liquor in any areas of this State.

The second part does not arise.

14. Students of Himachal Pradesh do not drink in groups or publicly.

15. Yes. The poor classes.

Response of Public and Propaganda

16.(a) The people are generally in favour of closing the licensed liquor shops.

(b) Publicity through the medium of posters, social workers and films and folk songs is likely to prove more effective.

17. (a) Social Welfare Organisation and the Publicity Department of the State.

(b) Corrupt officials should be suitably punished.

18. It is not regarded as an offence involving moral turpitude.

19. There must be some diminution, but there are no reliable statistics.

20. Expansion of cottage industries and display of educational films in the villages.

Unemployment Aspect

21. The number is negligible and the question, therefore, does not arise. In any case, expansion of cottage industries should meet the situation.

Financial Aspect

22. Starting of Government sponsored industries on profit basis, departmental exploitation of forests and reduction of overall expenditure.

Prohibition Committees

23. No prohibition committee has been established here.

24. Yes.

GOVERNMENT OF MANIPUR

1. There is no prohibition in the State except in respect of opium. The State is following a policy of gradual reduction of consumption of opium by 10 per cent. annually so as to effect total prohibition by 1959-60. The scheme is being worked successfully.

(a) Almost cent per cent. There is no prohibition in respect of liquor.

(i) Nil

(ii) Nil

(iii) About 5 per cent. of the population are ganja smokers but there are no consumers of bhang and charas.

(iv) .022 per cent. of the population

(v) .25 per cent. foreign liquor addicts.

2. The question does not arise as there is no prohibition in the State.

(a)
(b)
(c) } do
(d)

3. (a) The question does not arise as there is no prohibition in the State.

(b)
(c) } do. do.

4. (a) The question does not arise as there is no prohibition in the State.

(b) -do-

5. The question does not arise as there is no prohibition in the State.

6. (a) In view of the fact that there is no prohibition in the State, no replies are given as these would be hypothetical.

7. The question does not arise.

8. In our opinion prohibition should be brought through by stages and areawise in States where no attempt has so far been made in that direction.

9. (1) Education

(2) Propoganda

(3) Position of alternative sources of resort.

10. (a) All Social Welfare programmes should always include campaign for prohibition.

(b) To make prohibition a success it is necessary to educate the people adequately on the subject. So, these organisations may assist so far as to educate the people on the subject and to mobilise public opinion against the evil effects of drink habit.

11. The question does not arise.

12. The question does not arise.

13.(a) The question does not arise

(b) The question does not arise.

14. No statistics available. There is nothing to indicate that in the State the drink habit has spread amongst students.

15. Same reply as per item 14.

16.(a) The question does not arise.

(b) As there is no prohibition in the State no helpful system can be given.

17. (a) A full-fledged prohibition department.

(b) Deterrent laws and alternative fields of business.

18. The question does not arise.

19. The question does not arise.

20. Healthy recreational facilities involving physical labour—provision of intellectual pursuit.

21. No remarks.

22. No remarks. The Excise Revenue here is very small.

23. The question does not arise.

24. The question does not arise.

Effect of Prohibition

The prohibition scheme is still in its inception. No appreciable change is yet in sight.

(a) Approximately 90 per cent of the old addicts.

(i) Nil.

(ii) Nil.

(iii) 40 per cent of the total old addicts.

(iv) 10 per cent of the total old addicts.

(v) ·005 per cent of the total old addicts.

2. No reply can be given at this stage as the prohibition scheme is still in its inception.

3. Cannot be definitely said at this preliminary stage of prohibition.

4. (a) No prohibition in the true sense of the term has yet been launched. So it is too early to say anything about the attitude of the women.

(b) No such problem has yet been faced.

5. Does not arise.

Machinery for Enforcement

6(a). This matter will be considered when the question of prohibition in its true sense is taken up by this Government.

(b). Does not arise.

7. Does not arise.

8. Steps towards prohibition would be effective if it is taken areawise in this State.

9. Cannot be suggested at this stage.

10(a). No definite programme for social welfare has yet been drawn up with which prohibition campaign can be linked up.

(b) Their services can be better utilised if they preach about the bad and corrosive effects of drink amongst the tribals.

11. The law as it stands now cannot bring about any appreciable decrease in the sale and consumption of illicit liquor as no deterrent punishment is provided in the law.

12. Does not arise.

13(a). Sporadic. According to the existing law hill people are entitled to prepare country liquor for their family consumption free of duty.

(b) Some of the hill tribes living in remote interior still indulge in illicit traffic of liquor.

14. Very rare. This evil may be eradicated by propaganda and preachings.

15. Yes, amongst tribal and harijan women.

Response of Public and Propaganda.

16. Does not arise, as the propaganda campaign is still in its inception.

(a) Does not arise.
(b) Does not arise.

17(a). Wide publicity by means of magic lanterns, lectures, etc. amongst the addicts.

(b). No such opposition faced as yet.

18. The officers and the common public regard drunkenness as an offence involving moral turpitude.

Counter-attractions.

19. Cannot be estimated at this stage.

20. Does not arise.

21. A few persons would of course be affected and rendered unemployed if the prohibition scheme be strictly followed. But this un-employment problem can be solved by giving them alternative jobs in other spheres under the next five year plan when there would be various avenues for work.

22. The State is still undeveloped and badly suffering for want of easy communications in the interior. With its all round development during the next few years, it is very likely that some factories for preparation of narcotic drugs would be set up yielding some income to the State to supplement the loss caused by prohibition to some extent. The Drugs Act which is going to be enforced soon, will also fetch a decent income.

23. No such Committee has yet been set up in this State.

24. Does not arise.

1. Prohibition has not been introduced in this State hence the question does not arise.

2. The question does not arise.

3. The question does not arise.

4(a). Prohibition has not been introduced but women will welcome such a move.

(b). In higher castes specially the Brahmins drinking is considered an evil but in backward classes liquor is served in caste gatherings at the time of weddings and other functions.

5. In view of reply to question (1) this question does not arise. There are certain areas in this State served under Madras system of supply. There is some complaint of illicit distillation and smuggling in this area of liquor distilled from outstill shops.

6(a). Prohibition should be introduced in gradual stages. A uniform policy should be adopted in and simultaneous stages should be taken in this behalf. The first step towards prohibition should be the reductions of number of liquor shops. The outstill areas should be gradually brought under Madras system of supply & consumption should be reduced by increase of duty. Meanwhile preventive staff should be strengthened to prevent illicit distillation.

(b). The question does not arise as there is no prohibition in this State.

7. The question does not arise.

8. Prohibition should be introduced by stages and in the manner indicated in the answer to question 6(a). Individual efforts by States may not succeed until coordinated action is taken. The first step towards prohibition should be the abolition of outstill shops and introduction of Madras system. When this is achieved areas in each State should be selected for introducing total prohibition. In such areas addicts should be licensed for obtaining liquor in a limited quantity. Suitable rewards should be given for detection of offences connected with prohibition.

9. All departments of the State connected with Social Welfare work or education should conduct intensive propaganda in favour of prohibition by issue of posters, lectures, cinema shows and loud

speakers. Similar propaganda should be done by industrial undertakings. Suitable rewards should be given for detection of offences connected with prohibition.

10(a). Prohibition campaign should be one of the compulsory items of social welfare programmes.

(b). There are no organisations like Temperance Leagues or Prohibition Committees in this State. Religious organisations can help in the campaign by preaching on religious functions and gatherings.

11. The incidence of illicit distillation is not heavy in this State. However prosecutions, seizures and fines do have a deterrent effect in decreasing the sale and consumption of illicit liquor.

12. As there is no prohibition in this State the question does not arise.

13(a). There is some illicit traffic of liquor from outstill area to areas under Madras system but it is sporadic.

(b). Such illicit traffic is more prevalent in industrial areas where there is more concentration of liquor such as in collieries and other industrial undertakings.

14. The incidence of drinking among students is practically nil Hence no action is necessary in this direction.

15. The drinking habits are noticed among women of Scheduled Castes and Tribes *e.g.* Gonds, Baigas, Panikas, Dahaits, etc.

16. There is no prohibition in this State but the public in general seem to support the move for prohibition.

(a). The question does not arise.

(b) The question does not arise.

17 (a). Propaganda should be done through both official and non-official agencies. School teachers and gram panchayats in rural areas may be employed for this purpose besides other agencies which are employed at present.

(b). There may not be any opposition in this behalf from the vested interests in this State provided some alternative employment is given to them or they are settled in some other vocation of life.

18. The question does not arise as there is no prohibition in this State. Moreover drunkenness is considered a social evil amongst the educated and higher castes.

19. This question does not arise.

20. This question does not arise.

21. There is plenty of cultivable land in this State lying uncultivated. Those thrown out of employment due to prohibition could be settled on land or could take up some other vocations of life. The problem of unemployment will not be acute in this State.

22. On an average the Excise income of this State is between Rs. 28 lakhs to 30 lakhs during a year. It is difficult to make good this loss with the existing taxations. To some extent the deficit can be met by levy of Sales Tax on all goods which are at present exempt.

23. The question does not arise.

24. Yes.

III. MEMORANDA FROM INDIVIDUALS

SHRI V. N. KUDVA, I.C.S.

1. *Machinery for the better Enforcement of Prohibition*

The following observations are based on my experience of the enforcement of prohibition in the eight excise districts where the officers drawn from the Excise Department were responsible for the enforcement of Prohibition till 3-1-55 when it was transferred from the control of the Board of Revenue (Excise) to that of the Inspector General of Police.

The staff for the enforcement of Prohibition in the Excise Districts consisted of District Prohibition Officers, Deputy Prohibition Officers, Assistant Prohibition Officers, Sub-Inspectors, Petty Officers and Prohibition Guards. There was a Deputy Commissioner having administrative control over those districts. While the crime was on the increase, the enforcement was handicapped by the fact that the strength of the staff was static and sometimes even less than what was needed as new recruitments were not made. The Board's proposal to Government asking for extra staff had been held up for consideration after the question of transferring the work of enforcement to the Police Department in all districts was decided upon. Besides inadequacy of staff, there was also paucity of transport facilities.

Now that the enforcement of Prohibition has been transferred to the Police even in all the Excise Districts, for the time being, the police are running it with the machinery of the Excise Department transferred to them. It is believed that after the Excise Officers are trained in the Police schools, they will be changed over to the set-up in the Police Districts. So far as the Police are concerned, they will be able to do the work with more staff and better transport facilities. They have also more prestige in villages and the law breakers are generally more afraid of them. Further they are better trained in the use of fire-arms and tackling mobs which, of late, have been deflected towards the enforcement of Prohibition as the illicit distillers are becoming more and more aggressive. I may say at the outset that so far as the enforcement of Prohibition is concerned the quality of the work will depend largely on the interest taken by the District Officers and the promptitude of the steps taken to deal with disciplinary cases against those subordinates

who fall off the standards. It may be possible to run the enforcement in a better way with a really enthusiastic but smaller staff than with bigger staff who do not take any interest at all in the work and who treat the objective as a matter of routine. The work should be done with greater zeal and enthusiasm.

A little technical knowledge also is necessary on the part of the officers. In the course of my tours in the Police Districts, I have found that the Police Officers have been quickly picking it up. This should be kept up.

2. *The manner in which the crime is to be dealt with*

No useful purpose will be served if matters are allowed to drift and if the subordinate officers in charge of the work are allowed to deal with crime as and when it comes to their notice. The superior officers must acquaint themselves with the nature and incidence of the crime in some detail and impress upon the subordinates to concentrate all their efforts to eradicate illicit distillation in areas where it is prevalent. As and when the crime increases in any area, they should not hestitate to ask for more staff as it is a question of time and work so that the position of crime in that area does not get out of control. Once it gets out of control and assumes some form of magnitude it will be difficult to tackle it much less to eradicate it.

I have submitted to the Committee that the success of enforcement will depend to a much larger extent on the state of public opinion in the area than on the number of raids and arrests made by the enforcement officers. If there is no public co-operation, illicit distillation will continue to be rampant inspite of any amount of preventive measures particularly if there is demand for liquor from the fairly well-to-do classes in any particular area and in view of the large profits that the distillers will be making. In order to enlist public co-operation, there should be adequate propaganda machinery throughout the State.

3. *Changes in the Existing Laws for better enforcement*

Even though the provisions of the Madras Prohibition Act provide sentences of imprisonment upto 3 years and of fine upto Rs. 5,000/-, the sentences imposed by Courts hardly exceed imprisonment of 6 months or fine of Rs. 200/- in any individual case. These sentences were imposed only in a few cases. Ordinarily the sentences of imprisonment are less than three months and the fines below Rs. 50/-. The position has deteriorated particularly after the

separation of Judiciary from the Executive. Even the Presidency Magistrates in the City have been adopting a very lenient attitude in the matter. For instance, the Sixth Presidency Magistrate, Egmore, imposed a sentence of fine of Rs. 30/- in a bad case of illicit distillation. In another case of illicit distillation, the Chief Presidency Magistrate, awarded a sentence of one month imprisonment. This is the state of affairs in Madras City where the incidence of Prohibition crime has increased by leaps and bounds. Similarly, in the Second Class Magistrate's Court, Kallakurichi, South Arcot District, a sentence of one month imprisonment each was awarded in two cases of illicit distillation while a fine of Rs. 30/- was levied in another case. The Second Class Magistrate's Court, Mangalore, South Kanara District, imposed a sentence of 3 months imprisonment each in two cases detected in the very act of distillation. In all the cases said above, the maximum sentence provided for under the Act is two years imprisonment or fine of Rs. 5,000/- or both. The smugglers who stealthily bring liquor from Pondicherry have also escaped with light punishments as may be seen from the fact that, in a case of actual smuggling of liquor detected in Tindivanam area, it was argued that the same was taken for labour pains and the accused was acquitted. Though there may be some improvement in crime position on the borders after the integration of Pondicherry State with the Indian Union, the smuggling offences are bound to continue, though on a limited scale, so long as the Pondicherry State remains wet. It is desirable that Prohibition is introduced in that area as early as possible.

Illicit distillation is so lucrative that a number of persons organise themselves to do it. They should be severely dealt with. As the parties concerned have to incur expenditure when the case is taken to Court, they resort to illicit distillation even during the period when the case is pending trial, with a view to meeting the expenses of defence. To obviate this, offences of grave nature should be made non-bailable.

One of the various amendments proposed by Board and pending examination by Government is to make offences of illicit distillation, possession of materials for illicit distillation, import and export of liquor and drugs, bottling of liquor for sale, rendering denatured spirit potable and cultivation of hemp plants non-bailable. As the persons are prepared to take the risk of going to jail in view of the large profits they get in transport and sale of illicit liquor and as there is likelihood of their dependants being supported with the profits made therefrom, there is no pros-

pect of the crime being eradicated or lessened, unless the punishments are severe. There are no provisions in the existing Prohibition Law to award enhanced sentences for old offenders similar to those in section 75 of the Indian Penal Code. The Board has therefore, proposed an amendment to the Prohibition Act to make it incumbent on the part of the trying Magistrates to impose sentences not below a certain minimum, in the absence of special reasons to the contrary to be recorded in writing, and enhanced sentences for second and subsequent offences.

Sometimes, illicit distillation is very rampant in a particular area but no evidence to make the cases stand in a Court, is forthcoming. It is with the knowledge of the residents of the area and with a view to meeting their demands, illicit distillation is being carried on. In such cases, certain amount of collective fines in the area should be imposed. This is also one of the measures under examination by Government.

All these rigorous steps envisaged are subject to the condition that the Act will not be looked upon as oppressive to disturb the political equilibrium in the country.

I brought to the notice of the Committee that booking some cases for drunkenness has a very salutary effect in view of the social stigma that persons who are convicted will be branded as drunkards. But it has been found very difficult to get conviction in all cases of drunkenness as the accused easily escape punishment by putting forth a false plea that what they consumed was a non-prohibited medicinal preparation. The recent judgment of the Supreme Court in a case under the Bombay Prohibition Act has only added more difficulties to the enforcement staff. According to this judgment, the onus of proof that the accused consumed prohibited liquor lies on the prosecution and it is not for the accused to prove that what he took was a non-prohibited liquor.

4. *The manner in which Prohibition should be introduced in States where there is no Prohibition at present and to introduce total Prohibition in States where there is partial Prohibition at present.*

If prohibition is introduced in one particular region, addicts from that area will run to the neighbouring area and drink and there will be corresponding rise in drinking in other areas where there is no prohibition. This is what is really happening in Madhya Pradesh, Bangalore, and Mysore. This was the case on a smaller scale in Madras State when it was partially dry.

It may be mentioned that sudden introduction of prohibition in any particular area gives rise to a large number of problems. particularly in the way of finding out alternative employment to large class of tappers, vendors, etc. I am strongly of the view that if it is decided to introduce prohibition in a particular area, it should be done after a certain amount of preparation by sanctioning some staff for a period of about a year in advance with a view to investigating into the possibilities of finding out alternative employment for tappers. etc. so that the persons who are thrown out of employment on account of the introduction of Prohibition are provided with employment straight away with the introduction of prohibition. It may not be necessary to find employment for all those who are likely to be without employment on account of prohibition, as a good many of them are bound to be engaged in agricultural and other avocations in the districts but such avenues of employment must be kept ready for a fairly large population.

5. *Feasibility or otherwise of introducing Prohibition by making gradual restrictions on the sale of drinks or issue of permits etc.*

It will be certainly preferable to introduce Prohibition in easy stages rather than all of a sudden. It is desirable that the permits should be given on a fairly large scale. Experience has shown that when the issue of permits is denied. fairly well-to-do classes who are in the habit of drinking, utilise their resources to finance the poorer classes for illicit distillation and that illicit liquor so procured is often consumed by women and children in the household.

If permits are issued in such cases, the limited quantity of liquor obtained through such permits is kept under lock and key for the permit holder's own use and there is no likelihood to his consenting to its being passed on to women and children who have not got into the habit of drinking and who do not need it. A free issue of permits will confine consumption of liquor only to addicts and when this generation passes away, there will be no class of addicts. The issue of permits with a certain amount of liberality will further the cause of prohibition by the process of localising the addicts, and lead to the eventual disappearance of the drinking habit. Medical certificates too may be dispensed with as is now being done in the Andhra State. These certificates are freely obtained from the medical practitioners and the practice serves no useful purpose.

Though this State has no experience of the introduction of prohibition in different stages, the following may be considered.

It may be proceeded with in the following order:—

First cutting out opium and ganja and then country liquor, toddy and finally foreign liquor.

The cutting out of toddy and country liquor may be done in two stages. In the first stage, all toddy and arrack addicts will be registered and they will be supplied with toddy or arrack, as the case may be, by a system of rationing from shops to be run on the amani system by Government; so that the addicts may get fairly wholesome liquor, at a reasonable price. The illicit liquor to which they now resort to is exhorbitant in price, and deleterious in its effects on their health. If addicts are in a position to get licit liquor at cheap rates, there will be no incentive for illicit distillation

THE IMPORTANCE of liquor in a tribal society is largely religious. According to the Lingo Pen legend which is found with variations amongst all Gond tribes and also amongst the Bhatras and Dhurvas, Lingo, who was the progenitor of the Gond race, was returning vanquished from battle with his enemies. One day, exhausted and tired, he dropped down under a mahua tree. There was a small pool below the tree into which mahua flowers had fallen and decomposed. In his exhausted condition he could not go further to find clean water, so he drank from the pool. Within a short time he found himself invigorated and returned to the battle with new courage. Ultimately, of course, he conquered his enemies. Later, when he was the ruler of all the tribes, he gave a high status to the water in which the mahua flowers had fermented, *i.e.* to liquor, and since then it has been an essential element in certain ceremonies.

Liquor is required for the purification of the mother after childbirth; it is again required on the 6th or 13th day when the child is named; it is again required at all ceremonies which propitiate clan gods; it is needed at marriages and ceremonies connected with marriage; and it is finally required as a libation when the aboriginal dies.

These are the essential uses of liquor amongst tribal people. But I would state emphatically that there are no other occasions apart from these special occasions when liquor is *essential* and it would be completely incorrect to imagine that the aboriginal must, by virtue of his religion, drink every day or even every week.

I have given the above background because it is necessary in order to understand the position of liquor in tribal society. The aboriginal himself is resentful of Government liquor shops, which as he says, compel him to drink by placing temptation in his way. If he were left to himself he would distil liquor for festivals and ceremonies but not normally and the extent of drinking would be a fraction of what it is now. I am aware that this statement may appear to be contrary to what other social workers have said; but I would like to give concrete illustrations to prove it.

(i) In Bastar district where I served for six years, and which is probably the most backward and primitive area in India, except for Assam, there is an area called the Abujhmarh which covers

about 3500 sq. miles of hilly country. The population is primitive and sparse. It may be about 13-14,000. The villages are scattered and consist of 2 to 10 huts each. in the middle of the forest. Now these people belong to the Gond tribe and liquor is just as important to them as to any other Gond, from the religious point of view. Nevertheless, outside liquor contractors were not allowed to bid for liquor shops in the Abujhmarh and those shops which existed in the area were given on purely nominal price to a representative Abujhmaria. What happened thereafter is illuminating and proves my point. No shop as such was opened. There was no daily drinking. Whenever religion demanded liquor, a suitable quantity was brewed and consumed and thereafter things went back to normal until the next occasion. There is no possible shadow of doubt that the consumption of liquor in this Abujhmarh tract was hardly 5 per cent. of the consumption in the more "civilised" plains areas where ordinary liquor shops existed.

(ii) During my six years in Bastar the aboriginals repeatedly came to me with requests that specific liquor shops should be closed down as they were not necessary for religious purposes and merely led to drunkenness. Between 1949 and 1954 the number of liquor shops in the district was reduced progressively to about 35 to 40 per cent. of what it had been. These reductions were made as a result of the demand of the aboriginals themselves and I am absolutely sure that they did not lead to illicit distillation.

At this point I would like to re-state my first thesis precisely. It is that liquor is not essential to an aboriginal except for certain religious purposes; and if it is allowed for these purposes the aboriginal does not indulge in illicit distillation, while the consumption of liquor is cut to a fraction of its previous figure.

Bastar adjoins certain dry areas. There were two liquor shops in particular on the borders, one was Konta and the other was Kanker. In 1949, as far as I remember, these shops used to sell for Rs. 30,000/- and Rs. 20,000/- respectively and it is probable that liquor was smuggled from them into the adjoining dry areas. These areas had concentrated enforcement staff but in spite of the enforcement staff, or perhaps because of it, illicit distillation increased to such a pitch that ultimately the illicit distilled liquor began to come from the dry area into the wet area. because it was cheaper than the legal stuff, as it did not have to pay any duty except by way of bribes. In 1954 the Konta liquor shop was sold with great difficulty for Rs. 11,000/- and I think the Kanker shop went for even less than this amount.

My own concrete suggestions for prohibition in tribal areas are:—

(i) The process should be gradual and should start with the progressive closing down of liquor shops. It must be emphasised that a demand for the closure of the liquor shop should be created (by propaganda and publicity through non-official channels, of course) before the shop is actually closed. What should be aimed at is to present the closure of the shop as a kind of favour being done to the people, and not as an act of repression.

(ii) I would recommend that, as an experimental measure, there should be no enforcement staff apart from the normal Police organisation. And even the Police should not prosecute any cases except cases of illegal *sale* of liquor, without the previous permission of the head of the district. I have already said that wide-spread prosecutions arouse the sympathy of the people for the culprits.

(iii) Ultimately when all the shops are closed the time will be ripe to introduce formal prohibition. But even at this stage the enforcement staff should be kept at a minimum and should be frequently transferred from one area to another. Again, only cases of illegal sale should be prosecuted while for other offences, the previous permission of the head of the district should be required before a prosecution is launched. In my view, the enforcement staff should be told quite clearly that they must concentrate on stopping illegal sale and not worry about illegal distillation by aboriginals, provided it is done seasonally for ceremonial purposes.

I would like to make it clear that the views expressed in this note are purely personal.

Shri Gajanan Naik

Palm Gur Adviser, All-India Khadi & Village Industries Board, Bombay

The introduction of prohibition must be on a country-wide scale. It should not be tackled piecemeal on State or district basis. This will save considerable expenditure on inter-State or inter-district preventive measures on the borders of internal dry and wet areas. Another salient advantage would be ensuring of greater public sympathy and co-operation for the implementation of prohibition as the pro-prohibitionist will be saved the inconvenience and harassment involved in the searches imperatively carried on the border of internal 'dry' and 'wet' areas for checking smuggling.

Under the existing arrangements made individually by the different States for implementing prohibition, there is utter lack of co-ordination both in respect of preventive and ameliorative measures. A Central Prohibition Bureau may be set up and attached to the Social Service Board constituted by the Government of India. Whereas the successful implementation of prohibition essentially depends on the solid co-operation of the public, a policy should be prescribed to recruit social workers of long standing for the key posts under the prohibition departments. A tradition should be developed to allot such posts to those offering their services with a missionary spirit and voluntarily accepting minimum possible remuneration. An experienced social worker with previous record of public services in the cause of prohibition should be appointed as Director General of Prohibition and put in charge of the Central Prohibition Bureau. The functions of this Bureau should be—

(i) to undertake thorough study of the traditional practices banning the use of intoxicant drinks in India as well as in foreign countries and publish their findings for educative purposes;

(ii) to survey the working of the various measures adopted by the different States for enforcing prohibition and arrange circulation of useful information in this behalf to the States;

(iii) to frame proposals for adoption by the different ministries and departments of the Central Government for the successful prosecution of prohibition;

(iv) to devise measures for enlisting co-operation of non-official all-India public bodies;

(v) to undertake pilot surveys of typical areas of classes of people for evaluating the benefits accruing from introduction of prohibition and publish reports thereof;

(vi) to render technical guidance to the States for conducting effective propaganda; beneficial ameliorative measures and tightening prevention of prohibition offences;

(vii) to advise the State Governments in tapping sources of revenue for meeting the deficit in the excise revenue consequent on the introduction of prohibition;

(viii) to arrange prohibition propaganda and ameliorative measures through the agencies of all-India nature under the control of the Central Government like Railways, Air Services, Defence Services, etc.;

(ix) to undertake scientific research on the medical, nutritional, industrial and financial aspects of prohibition in order to eradicate prejudices in this behalf entertained by certain sections of the public; also evolve methods for ensuring efficiency both in public and private sectors;

(x) to make special investigations into the problems concerning preventive measures on the border for arresting the influx of addicts and the smuggling of liquor;

(xi) to evolve more effective technique of trying prohibition cases in order to minimise the recurrence of habitual offences;

(xii) to determine measures for keeping the cost of preventive measures to the minimum;

(xiii) to provide facilities for high grade training in prohibition technique both for social workers and Government servants;

(xiv) to develop special technique for the detection of prohibition offences, and eradication of corruption in the prohibition staff.

I. *Countrywide Prohibition of Toddy*

Out of the 28 States in the Indian Union, *three States* (Bilaspur, Tripura and Manipur) *have no palm trees,* while in 10 *States* (Punjab, Jammu & Kashmir, Patiala & East Punjab States Union, Rajasthan, Himachal Pradesh, Ajmer, Bhopal, Delhi, Vindhya Pradesh and

Kutch), though there are palm trees, *toddy trade has already been banned.* However, in these 10 States, no prohibition of other intoxicants has been introduced. Besides these in the three States of Bombay, Madras and Saurashtra toddy has been banned as a part of the general prohibition measure. Thus in more than half the area of the Indian Union, toddy is already tabooed. In five of the remaining 12 States (Orissa, Uttar Pradesh, Madhya Pradesh Mysore and Travancore Cochin) toddy has been banned to a considerable extent due to the introduction of partial prohibition. Only in the remaining seven States (Bihar, Hyderabad, West Bengal, Madhya Bharat, Coorg, Assam and Andaman and Nicobar Islands) toddy continues to be an excisable article.

As can be seen from the Statement at appendix "E", an examination of the revenue accruing to the States out of the toddy trade indicates that it is generally nominal— except in the case of Hyderabad and Bihar— in all the States where there is no prohibition at all or partial prohibition has been introduced. If the States suffer for want of adequate finance as a result of a prohibition policy, the Centre may give interim relief to such States by granting loans and subsidies.

The consumers of toddy generally hail from the poor agricultural or industrial labouring classes as toddy is not considered as a fashionable drink by the well-to-do. Hence banning of toddy would directly benefit the lowest strata of society which always suffers from addiction to this drink.

The banning of toddy should be undertaken on a country-wide scale simultaneously throughout all the 12 States, where it is being carried on at present. This can best be started on the auspicious day of 2nd October 1955.

II. *Employment Aspect*

The persons rendered unemployed as a result of a policy of total prohibition, would belong to two categories, *viz.*, the toddy tappers and secondly, the dealers in toddy and liquor. The tappers engaged in the supply of toddy can be invariably switched on to the tapping of palms for supply of Neera as a healthy drink and also making of Gur and other palm products therefrom. They may also be given training in the manufacture of utility and fancy articles from the palm leaves. The dealers in toddy can also be absorbed in assisting in the production of Gur, sugar and other palm products as also in the organisation of sale of such products. Thirdly, wherever possible, they can be given agricultural land or employment in industrial concerns if they are suitable and willing to undertake such work. They can also be helped to undertake supply of milk

in urban areas as has been done in Madras by issuing loans for purchase of cattle and forming co-operatives for undertaking supply of milk to neighbouring towns.

The experience gained during the last six years in the working of the Palm Gur Development Schemes has shown that there are certain impediments which retard the smooth working of the Schemes in the States. These difficulties are detailed below together with suggestions for remedying the same.

(a) *Licences for Neera Tapping.*—It has been our sad experience that the present system of licensing for tapping of palm trees hinders the progress of the Palm Gur industry on account of the rigidity of the rules which are in existence since the times of toddy-tapping. It is, therefore, suggested that the present licence system may be replaced by a permit system which may be introduced anew in virgin areas as well as in traditional areas. Such permits should be issued within a maximum period of one month from the date of application therefor. In case this cannot be done within one month, a provisional permit may be issued to enable the tapper to take advantage of the full tapping season. The authority for issuing and/or discontinuing the permit may be vested in the State Khadi & Village Industries Board. This system is at present followed in Orissa and has yielded satisfactory results.

It is further suggested that the use of B.D.H. paper be adopted by the Prohibition enforcement authorities for the purpose of detecting fermentation if any in the Neera. This test has been found to be scientifically reliable. In case any fermentation is detected by this method, the report thereof by the Officer concerned should, in all cases, be required to be supported by a proper *panchnama* made out on the spot.

(b) *Tree Rent.*—A uniform maximum rate of tree-rent should be fixed as follows:—

(For a period of 1 year)

	Govt. owned	Private owned
Date Palm . . .	As. 4	Re. 1
Palmyra . . .	As. 8	Rs. 2
Sago . . .	As. 8	Rs. 2

It should be made obligatory on the part of the private palm tree owners to let out the palm trees (except the coconut) for drawing of Neera and for Gur manufacture, unless the owner himself does the Gur production.

The system of sharing the juice (Neerá) yield between the tapper and the tree-owner wherever it exists. should be discontinued since

the tree-owners share is found to be abnormally high and taxing for the tapper. If rent in kind is insisted upon by the tree-owners, then the quantity of juice to be given to the tree-owner should be equivalent in value to the tree-rent prescribed as above.

(c) *Neera Sales.*—Facilities should be extended in the case of Neera sales by the Co-operative Societies and other institutions—all over the country, by waiving the license, fees, tree-tax etc., where-ever prevalent, as it has been proved that Neera is of high nutritive value and the Constitution of India has laid down in Article 47, that the State shall regard the raising of the level of nutrition and the standard of living of its people...........as among its primary duties..............

(d) *Neera, Palm Gur, Palm Sugar* and other palm products should be exempted from the operation of the Sales Tax Act, octroi and terminal duties and other municipal taxes wherever such taxes are levied on these products.

(e) *Fuel.*—Palm Gur manufacturers' co-operative societies should be allowed to collect fuel from the Government-owned forests either by free headloads or by cartloads at a nominal fee, as is being done in the case of fuel collection allowed for agricultural purposes.

(f) *Marketing.*—The concerned Department of the State Government should take up the responsibility of marketing of Palm Gur, sugar and other palm products manufactured by the Co-operative Societies.

(g) *Charge on State.*—Every tapper who has lost his occupation on account of the introduction of prohibition should be paid an amount of Rs. 100/- by his State in lump-sum to enable him to undertake the Palm Gur industry. He should also be given free training in the industry and paid the costs of to and fro journey to the place of training and free equipment and implements required for starting the industry.

(h) *Resettlement of Ex-Toddy Tappers.*—The State should give adequate facilities for colonising the toddy tappers who have lost their vocation on account of the introduction of prohibition by allotting them sufficient number of palm trees, agricultural lands, subsidy for house-building and purchase of agricultural implements, etc.

(i) *Compensation for Accidents.*—In view of the risk involved in climbing the Palm trees, tappers who meet with an accident while in action should be suitably compensated.

(j) *Supply of Coal, Iron, Steel and other controlled Commodities.*—Necessary quotas of coal, steel and other controlled commodities required for the Palm Gur industry should be made available and suitable transport facilities should be granted to the Palm Gur producers such as loading and unloading of raw materials and

finished products at the nearest Railway station, priority in transport of his requirements and products in the State Transport Services, etc.

(k) *Government Preference.*—Government requirements of Gur, sugar, etc., for their institutions such as jails, hospitals, schools, colleges etc., should be invariably met from Palm Gur, palm sugar and other palm products, with a reasonable price preference, where-ever necessary, over cane gur and cane sugar.

Shri Bhagwant Narain Bhargava

Director of Social Welfare, Government of Uttar Pradesh

First of all, it is essential that the Central Government should declare its policy clearly in regard to prohibition. Such a policy can succeed if drinking is recognised as a social evil of offence, and it is resolved to banish it from the whole of India. Also, an all-India policy is necessary for prohibition to succeed. Prohibition cannot succeed gradually or area-wise. Area-wise prohibition will encourage illicit distillation, and addicts in dry area will carry on their business in wet areas. The number of offenders will thus rise.

After a clear policy is announced, it will be necessary to make it obligatory on Government servants to observe prohibition. They should be liable to dismissal for prohibition offence. There is no doubt that some high Government officials take liquor publicly. It is futile to expect such officers or their subordinates to propagate prohibition law in dry areas. Such a social evil cannot, in my view, be eradicated by legislation but by a lead being given by high officials and leaders. There can be no bigger offender than a Magistrate who publicly drinks in a wet area, and yet sits in judgment over prohibition offenders in the same area. Prohibition should also be enforced on Army, Navy and Air Force personnel.

Educative propaganda now being carried on through speeches and personal contacts with addicts, is not adequate. It is said that lot of money is required to extend this propaganda further, and it has therefore been suggested that prohibition should be introduced gradually area-wise. This argument is not sound. In a Welfare State, all departments do social welfare work in one form or another but there is no co-ordination amongst them. If there is proper co-ordination and collaboration between the various departments in regard to social welfare work, there will be no need to recruit extra personnel or to expend money for enforcing prohibition. In States where social welfare departments have been started, and a uniform policy adopted, prohibition can be introduced with less expenditure, in shorter time and more extensively. Panchayats have been established in all States, and members of district boards and assemblies are doing work in rural spheres. Similarly, Planning Commission's National Extension Service has spread throughout the country. The sphere of work of the departments of Health, Education, Co-operation, Agriculture, Harijan and Adivasi and

Women's Welfare Departments, is in the villages. If a plan is formulated through all these in a co-ordinated manner, and work is carried on through Social Welfare Department with the co-operation of the above-mentioned departments, such small programmes as that of prohibition can be a great success. There should be a social welfare committee as a part of village panchayats. This committee should consist of representatives of Teachers Committees and Agriculture and Health and some such persons from society who have faith in prohibition. Propaganda should be carried on in favour of prohibition by such committees among drinking communities, and panchayats should be persuaded to give up drinking. If work is started with the same faith, and zeal against drinking as was done in 1920-21 and 1930 under the leadership of Mahatma Gandhi, success can be achieved in a very short time. The proposed committee should be empowered to persuade the offenders to confess offences and to make them realise the evil, and if such persuasion fails, to lodge a report with the authorities against such offenders.

Similar committees should also be set up in other localities. Municipalties, District Boards, Town Area Committees, Notified Area Committees—all are empowered to work for social welfare, and if legislation be necessary for such bodies to be thus empowered, there should be no difficulty. Social welfare work can be done under any section of the Acts in force in local bodies. One committee will do for small towns, but in the cases of bigger towns, one committee should be set up for each ward. Besides social workers, there should be representatives on these committees, from the communities amongst whom drinking is not considered a vice.

Apart from Government and quasi-Government bodies, there are a number of non-official organisations, which are doing social welfare work, *e.g.*, Bharat Sewak Samaj, Servants of India Society, Congress, Arya Samaj, Social Welfare Boards etc. These institutions have also given a prominent place to prohibition in their programme of work. If their attention is particularly drawn towards prohibition, they will work for this all the more.

Co-operation of women's organisations will be more useful in this task. Drinking women may be only in a negligible minority. Such women may have received Western education and may have been affected by Western culture and civilisation. Then there are some who belong to low castes and have taken to drinking. My suggestion, therefore is that women's organisations should be formed in towns and villages. Such organisations should propagate in favour of prohibition among men. Among drinking communities, husbands ill-treat their wives in order to get money for drink. These

organisations should take note of this aspect also. Where female welfare schemes are working, there should be a plan for propaganda by women.

Educational institutions are often run for educating youth males and females by several organisations and Governments. But the need to avoid moral degradation and rise on the spiritual plane is not stressed. It is a mistake to deny spiritual guidance to the youth. on whom shall fall the responsibility to run the administration later. If the youth are trained for social work, like prohibition, such programme can be carried out with zest and zeal. It is generally known that some students have also taken to drinking as a fashion set by the modern educated society, who try to copy the foreigners and do not consider drinking as an evil.

The problem of prohibition, in our opinion, is not difficult, intricate or extensive. Of the teeming millions of India, only 5 to 10 per cent. drink. This problem can be solved by a proper policy of the Government and the consciousness of social welfare organisations. In my opinion, if the Government of India decide to give prohibition a suitable place in the Second Five-Year Plan, drinking can be eliminated completely within five years. The Constitution of India lays down that all endeavours must be made to introduce prohibition. There is therefore no reason why a concerted and planned action should not be taken in this direction. There is no doubt that drinking is a big moral sin and social vice, which creates a bad effect on the financial, moral and health situation of the country. If the seriousness of this evil is recognised, there would be a national demand for eradication of this evil at the earliest. Mahatma Gandhi's views on this subject are very clear. If Government gets revenue through some social evil, such revenue should be foregone and the evil eliminated.

The excise revenue lost by introducing prohibition should be met by other sources through methods to be explored by financiers. My feeling is that if prohibition is taken up as a part of the Second Five-Year Plan, the financial hurdle would also be easy to tackle.

I must state that these are my personal views.

Dr. Radha Kamal Mukerjee

Vice Chancellor, Lucknow University, Lucknow

The National ideal of the socialistic pattern of society demands abridgement of the present disparity of living standards between the rich and the poor. Drink always shows a heavier incidence among the poorer sections and the lower castes and reduces not only health but also living standards. Accordingly prohibition must be regarded as a basically important measure of both social welfare and social equalisation. Enjoined by the Indian Constitution, a properly phased programme of prohibition is indispensable for ushering in the socialistic society of the future.

An all-India limit of ten years should be fixed with which all States—some earlier, others later—should introduce complete prohibition. The programme should be phased as follows:—

(i) Closure of all liquor shops in the industrial centres where alcoholism is a common habit and accounts for much misery, indebtedness and vice;

(ii) closure of liquor shops for two days, three days and five days in a week on a graduated scale in the rural areas;

(iii) progressive reduction in the number of shops in both urban and rural areas;

(iv) complete prohibition in all religious centres and on the occasions of melas, fairs and exhibitions as well as on festival occasions such as Holi, Dewali and Dussehra;

(v) reduction in the strength of liquor in the case of country spirit.

An all-India target of 1965 by which year all States will reach the goal of total prohibition will arouse national enthusiasm and mobilise village panchayats for the regulation of sale and consumption of country liquor.

But this must be accompanied by proper and adequate social education and propaganda for temperance on the one hand, and the introduction of *jalpangrah* for milk, tea *sharbat* and *lassi* on a country-wide basis on the other.

Generally speaking, the organisation of recreational activities and interests such as pageants, sports, *bhajan mandalis, katha* recitals

and dramatics are all calculated to help the administrative enforcement of prohibition on a national scale by creating the proper climate for prohibition and temperance.

Finally, an all-India target date will enable the different States to explore and exploit alternative sources of revenue other than the excise revenue so that the expenditure on Social Services and projects of development and reconstruction under the Second Five-Year Plan might not be jeopardised. In Uttar Pradesh the excise on power alcohol has compensated in some measure the loss due to prohibition. Several States which have gone ahead with prohibition have found remunerative alternative revenues, and indeed even in other States excise forms a declining proportion of the total revenue.

It is the Ministry of Social Welfare which is the appropriate organisation to introduce and implement the welfare, recreational and educative aspects of temperance.

THE RAE BARELI DRIVE

SHRI SHYAM BEHARI VIRAGI

Principal, Harijan Ashram, Allahabad

PROHIBITION has for long been occupying a high place in the programme of the Indian National Congress. To Gandhiji it was not a policy but a creed. Where therefore, efforts were made by State Governments to carry out other wishes of Bapu, prohibition did not lag behind in finding a place on the statute book. Even in the new Constitution of India, prohibition has been accepted as a policy of the Republic, but the various States have been left the option of implementing in their own ways.

The Rae Bareli Experiment

The pace of prohibition got a set back in the Uttar Pradesh by this directive from the Centre. So far only 11 districts of the State, in addition to three religious places have been declared dry. As far as I know, the experiment of legal prohibition, meant increased police activities by the increase in the number of detections and the total hauls. I would go to the length of asserting that detections are simple palliatives for concealing the disease. With some experience of social work in this field, I feel that when there is an increase in the excise crimes this only indicates the presence of serious internal disorder and is a signal calling for deeper and inner treatment. The supression of the symptoms by force may only act as an unction on the wound but would not prevent the gangrenous conditions set only in that particular man but in the whole society.

My First Reactions

It was really with mixed feelings of joy and suspicion that I received the plan of the Prohibition and Social Uplift branch of the Excise Department for rehabilitating, reclaiming and re-employing the addicts and distillers of Rae Bareli district in the Uttar Pradesh, by providing them with alternative occupations. I was requested to organise a party of picked up social workers to make a tour of the notorious villages and establish contacts with the excise criminals with a view to weaning them from intoxication by affording them facilities for their honest livelihood. As I had some occasions of coming in contact with Shri B. D. Bhatt, Officer on Social Duty

(Prohibition, Excise) and knowing him rather closely, I decided to give this invitation my thoughtful consideration. It was no doubt an uphill task to collect really tried social workers for this work, particularly in the not too pleasant weather of June. All the same I never wanted to turn away from it as I realise fully well that—

"The path of love is the ordeal of fire.

The shrinkers turn away from it."

How I formed a Party

First of all discussed the whole scheme of Government in this connection with the Hon'ble Mr. Justice Sankar Saran, President, Harijan Ashram, from whom I have always been drawing inspiration for social work. He felt very happy over the plan, which in his considered opinion was worthy of support. He himself very much wished to join the party but could not do so due to his urgent preoccupations at Bombay, from whence, he carefully watched the progress of the drive. After receiving his blessings, I proceeded to work.

I contacted the social workers of Allahabad, especially the Professors of the Allahabad University, particularly Professor M. K. Ghosh, and Shri A. N. Agarwal, Dean and Reader of the Faculty of Commerce, respectively, and other persons interested in this type of work. The response was encouraging. We met frequently in the University to discuss the various aspects of the problem in groups and jointly and to devise ways and means of attacking the problem from all fronts, according to the scheme of Government. Three questions came to the forefront *viz.,* how this could be exactly known that the villages selected were the only ones most notorious for illicit distillation, how the lists of the addicts and distillers could be correctly prepared, what was the guarantee that the people will not run away on hearing the news of the arrival of the party accompanied by officer. Shri Umesh Chandra Mathur, Prohibition & Social Uplift Officer, Lucknow, who was put in charge of the planning and running of the scheme, by the Department, had to face a barrage of questions when he arrived at Allahabad to contact us. The replies given by him convinced us all and we were reassured that the Department really meant to do constructive work. This greatly facilitated my progress and I was successful in forming a party.

The Party Marches

Jais, our first place of halt, reminded us of that great Muslim poet and saint, Malik Mohammad Jayasi, who had immortalized himself by writing the famous epic "Padmawat" in the Hindi

literature. It was a nice choice to begin this novel experiment of Prohibition from a historic place.

After the "March" was formally inaugurated by the Hon'ble Shri Nisar Ahmad Sherwani, Minister for Agriculture, U.P., under the presidentship of Professor M. K. Ghosh, our work began.

An Unusual Site

We marched on foot to village Pura Maulvi Khurd accompanied by Messrs. O. N. Misra, Deputy Commissioner, Komal Singh, Superintendent of Police. besides. the representatives of other government departments. The villagers gave us a fitting reception but still we could read some signs of awe on the faces of the Pasis. The houses looked clean, the styes were without pigs and there was some unusual look of decency about this village.

We divided ourselves in groups and started personal contacts with the addicts and the distillers. Most of these people appeared to take our versions with a certain amount of reserve. One of the Pasis, however, took me into confidence and narrated to me how a Chaudhari of his own caste who had been persuading the Pasis to give up pig-rearing, told him last night that the party was out to prosecute those who reared pigs. It was due to this fear that all of them had driven out their pigs far far away from the village.

Misleading propaganda must stop

[Of late I have been marking the growing tendency among some of the so called Harijan leaders to decry their own occupations on the ground that they breed untouchability. It is a national calamity and an all out effort must be made to bring home to the people the dignity of labour and occupation. I am glad that Pandit Pant, while addressing the Harijan workers camp recently at Lucknow, laid great strees on this point. The Hon'ble Chaudhuri Girdhari Lal, Minister for Excise gave vent to these feelings many a time in the course of his speeches and talks. If the lead given by the Chief Minister of Uttar Pradesh is followed by other high dignitaries of Government, by setting partical examples, this misleading propaganda is sure to stop, which it must. I wish that the Harijan Sahayak Department, could give priority to this type of work, by instilling into the minds of their workers the dignity of labour and occupation.]

Our Approach

The party in itself was a combination of officials and non-officials, which I am sure was never attempted in this State before.

The representatives of all the Development Departments such as Cooperative, Animal Husbandry, Agriculture, Education, Reclamation, P.R.D., Panchayat, Excise and Police remained all through with the party ready to offer help. The presence of Shri O. N. Misra, Deputy Commissioner at all the centres and the personal interest which he took in the drive infused fresh enthusiasm, not only in the officials, but also in the villagers. Our method of approach was constructive. We contacted the distillers in their homes, in small groups. We sat with them on their cots, talked to them freely on the problems of the families, earning, expenditure, ailments, etc. and thus probed into the causes which led them to distil liquor.

The home front was also not left untackled. We heard with rapt attention the tales of woes narrated by the ladies in the homes of the drunkards and wondered at the havoc created by the Satan of drink in the homely lives of these people.

The Response

We visited 32 villages, situated in the different parts of the district, from four base camps. We closely studied the problems of 300 distillers and conveyed the message of Prohibition to about 3,000 people. It gave me great satisfaction to note that despite cruel and prolonged adversity, many of those people retained wonderful balance and typical rustic humour.

The Problems

In the course of our tour we came across mainly with three types of distillers—a majority of them distilled as they had absolutely no other occupation, there were some who manufactured liquor under the pressure of their village overlords, while there were a few, who prepared it to relieve the tedium of their monotonous life by drinking.

The problems of the first two classes were identical. Poverty had degraded and demoralised them. They were heavily under debt, both in cash and kind. Some of them paid interest at the usurious rate of even 150%. There were many others who worked on a mere pittance of annas four a day as labourers and had unwieldy families to support. Many of them reared pigs but due to the poor breed they did not get the desired return from them. The third group which existed mainly because of the first two was a weak one, and would soon become extinct, by the social pressure exercised by the Vigilant Committees.

Shri Mathur and I made intensive study of the economic conditions of sixty typical families and collected statistics regarding their

condition. About 25% of these people have no land, while the rest have land ranging from one bigha to three bighas which they share with many others of their blood relations. The yield from these fields is hardly sufficient for the personal consumption of their families consisting of five to ten persons on the average. The task of increasing effective yields on lands already under cultivation, presents another challenge to these poor people.

The children were ill fed, and half naked and perhaps left to nature for nourishment. Figures of child mortality were rather heart-rending. In village Diaduar chamars complained that none of their issues survived after attaining the age of five years. I do not know of any other country of the world, where child mortality is so devastating, ignorance so appalling, and neglect more criminal than in India. The Deputy Commissioner, Rae Bareli undertook to have these cases enquired by some medical authority. I trust the results will certainly throw some light on whether the addiction to drinks has also something to do with the child mortality.

Believe it or not?

The living conditions in some of these villages were sub-human, if not actually inhuman. In village Murwai Alampur, the party was told that some chamars were carrion eaters. In village Udari the rate of daily wage was four annas and the rate of interest 150% In the whole village of Purey Bade Rai there was not a single literate adult nor were the boys being educated. In village Amrit Ka Purwa, a landless Pasi was not being permitted to earn his living by rearing pigs, as that was his father-in-law's place and the only family of the Pasi which was well off, out of the thirteen. was that of a 'Bhagat' who neither distilled nor possessed extensive land. Every other Pasi of village Taulipara is a distiller, every other house a rendezvous of bad characters, and every other adult a convict. Liquor worth Rs. 84,000/- was consumed by chammars in the course of four years in village Maha Khera, a developing centre of leather industry.

The Surrender

Life after all "is a mission: its end is not the search after happiness, but knowledge and the fulfilment of duty." We were gaining faith every day. The odds which seemed overwhelming did not deter us from the drive.

Pasis everywhere appeared to greet the plan rather enthusiastically. The amelioration of their economic condition by providing them with alternative occupations was our main job. With the help of the Cooperative Department we tried to solve their problem

of credit, seed and manures. Pig rearing was encouraged by making them indent stud boars from the Animal Husbandry Department at the nominal cost of Rs. 10/-. Provision for land was assured to them on the authority of the Deputy Commissioner. Scholarships for education were promised by the Education Department and admission in the schools too. Many were assured employments through the Employment Exchange. Starting of industrial tuitional classes was also promised in two villages. This had the effect of changing their hearts.

Mirai Pasi of Bahai— a veteran distiller was so much moved that his voice dwindled down to a whisper, which the microphone failed to amplify into audibility, as he went on narrating his woeful tale of drunkenness while announcing his resolve to banish it from his village. The whole village of Bahai soon after rang with breaking sound of earthen jars (full of fermented mahua wash), boilers, pipes, etc., and choked the atmosphere with typical nauseating smell, when almost all the Pasi population, men, women and children, brought their articles of distillation voluntarily from their homes, fields, ravines, ponds, etc. and started breaking them in our presence. We witnessed the same scene in Amrit Ka Purwa, where even the presence of the Deputy Commissioner did not deter them from following such a course.

Munnu Kaka, Birai, Changa and many other distillers made confessions in different villages on the mike and pledged to abide by their resolve to make their villages free from excise crimes. A Brahmin of village Bahai who had drowned his money, family and all in liquor, virtually wept over his past doing and pledged to atone his sins by preaching "Prohibition" henceforth.

I now feel that all the arguments of a boozer, the fine spun theories of misguided philosophers, will never succeed in persuading these heart-broken mortals that intoxication is a good thing.

Prevention or social pressure?

Legal Prohibition is in force in Rae Bareli since April 1949, and efforts are being made vigorously to put a stop to distillation by raids, arrests and convictions. Those of us who are in the know of the actual position in "Dry" districts find the growth of a lucrative industry of illicit distillation not only in those areas which were already notorious, but also in adjoining places where there was no distillation before. Rae Bareli was no exception. Pasis are the notorious distillers here and incidentally they are

the people who are extremely poor and backward. The problem with them is of bread. Instances are not lacking in history when people fed themselves upon the bodies of their relations in sheer desperation. Jail, of course, must have become as it should naturally be, a place of succour, where they could take their square meals. How can this prevention by force be effective, unless and until they are provided with means for earning a living wage?

Shri A. N. Kshetrapal

Deputy Commissioner (Excise), Nagpur

The Madhya Pradesh Government had appointed a Prohibition Enquiry Committee in the year 1951 in order to assess the effect of prohibition on the general public. Considering the recommendations of this Committee, the State Government reiterated that their ideology and policy was total prohibition throughout the State. But the implementation of this policy should be pursued in a spirit of practical realism and by progressive stages. In pursuance of this policy Government resolved that the extension of prohibition shall be achieved by means of a system of registration through permits in selected areas, and that for this purpose, as an experimental measure the Katni Murwara tehsil of Jabalpur district and the whole of the Buldana district be brought under this restriction. Therefore, the "prohibition through permits" scheme was introduced in the Katni Murwara tehsil of the Jabalpur district and the whole of the Buldana district with effect from 1st February, 1953. Under this scheme restricted quantity of country spirit is issued to addicts on permits through shops run by vendors authorised by Government. In order to give the force of law to this scheme, Government have issued the Madhya Pradesh Country Spirit Rules, 1953. All details of the scheme have been embodied in these Rules.

At the outset of the scheme 50 vends were opened in the Buldana district for sale of country spirit to registered addicts. Subsequently 26 vends had to be closed as the number of permits attached to them was less than 20. Only 24 vends worked throughout the first year of the experiment. With the gradual increase in the number of permits there was a demand from addicts for opening of additional vends. Three more vends have, therefore, been opened bringing the total number of vends to 27.

During the year 1953, only 1948 permits were issued in the Buldana district of which 209 permits were cancelled as the applicants later on refused to obtain liquor. In the beginning, many of the shy drinkers did not come forward for various reasons. But later on the number of permits increased gradually to 3,204 on 31st March 1954 and 3,941 on 31st March, 1955.

During the year 1953, the selling rates per 8 drams of 60° U.P. liquor were Rs. 2/12/- and Rs. 2/4/- for the urban and rural areas

respectively of the Buldana district. In order to combat illicit distillation these rates have been reduced to Rs. 2/8/- and Rs. 2/- respectively, from 1st January, 1954.

The following figures show the trend of consumption of country spirit in the Buldana district before and after the introduction of the scheme of "prohibition through permits".

Year	*Consumption in proof gallons*
1952	37,412
1953	9,737
1954	13,320

The prohibition through permits scheme is mainly responsible for the abrupt fall in consumption during the year 1953. With the increase in the number of permit-holders, consumption is now rising steadily.

Revenue from country spirit in the Buldana district before and after the introduction of the scheme was as follows:

Year	*Rs.*
1952	11,13,537
1953	3,32,708
1954	4,31,025

The commission vendors appointed under this scheme are paid commission and transport charges at the rates fixed by Government. The annual expenditure on this account comes to about Rs. 60,000/-.

The number of illicit distillation cases in the Buldana district was as follows:

Year	*Nos.*
1951	228
1952	207
1953	85
1954	33

The fall in the number of illicit distillation cases is due to application of Mahua Rules to the district from May 1953 and also to reduction in selling rates from 1st January, 1954.

Mr. Robert H. Pierson

Representative, International Temperance Association

If wet advocates In India think they will solve the problem of bootlegging and the sale of illicit liquor by repealing prohibition they will have a sad awakening if prohibition should ever be voted out. We have discovered this fact in the United States. During our own prohibition days we were assured by the repealists that all of the ills besetting our country would vanish if only prohibition were repealed. All of the crime and lawlessness attached to bootlegging and the sale of illicit liquor would be put an end to.

Prohibition went—have bootleggers and the sale of illicit liquor disappeared in America? Listen—

A few years after the Repeal of the Prohibition amendment *The Boston Herald,* a wet newspaper, admitted that the bootlegger now is more prosperous than "he ever was during the 14 years of prohibition". *The Chicago Herald Examiner,* a thoroughly wet daily paper, laments, "As we stand today (since repeal) we seem to have made bootlegging safer and more profitable for the crooks".

Before the eighteenth amendment was repealed one of our Congressmen argued before the House that bootleg liquor and bootlegging would largely be abolished. What did he say after repeal had been in operation for a few years and he had opportunity to see his mistake? "The bootleggers before the repeal of prohibition were mere pikers as compared with the (illegal) Whisky Trust today."

Henry Morganthau, at the time U.S. Secretary of the Treasury, several years after prohibition had been voted out in America, declared, "Repeal hasn't even put a dent in the operation of the large scale moonshiners and bootleggers".

Everybody knows that bootleg liquor is flowing freely today from the Golden Gate of the Pacific to Hellgate on the Atlantic in America. Instead of eliminating or reducing the ownership and operation of illicit stills, the unlawful manufacture of liquor and bootlegging these nefarious operations have been increased to a scale hitherto unknown.

The United States Senate recently became alarmed over condi tions prevailing in the country and a special Committee was

appointed to investigate crime conditions in all parts of the land. Senator Estes Kefauver, Chairman of this Committee, in the following words, asserted that corruption now is far worse than in prohibition days. "Without fear of contradiction, I say that corruption continues today on a scale that makes the corruption of prohibition days look like kindergarten play."

Thomas J. Donovan, Vice-president of the Licensed Beverages Industries, declares that in the United States the productive capacity of illegal stills is "greater than the actual average of production of the entire legal distilling industry". During 1951, he said, authorities seized a total of 20,402 stills having a capacity of 715,000 gallons a day!

Some experts have estimated that for every legal distillery in America today there are a hundred illicit stills and that these bootlegging places are turning out illicit liquor at the rate of 18,000,000 gallons per year. What is more, instead of eliminating botleggers these enemies of respectable society are being arrested at the rate of about a thousand a month.

If you want to get rid of botleggers and illicit liquor repealing prohibition is not the way to do it. The United States has learned from experience that such a step only causes bootlegging to flourish.

PROF. L. R. SIVASUBRAMANIAM

Dean, Faculty of Law, Delhi University, Delhi

SO FAR AS I know, Article 47 of the Constitution of India has not received any comprehensive judicial construction; but certain Articles under Part IV which deal with 'Directive Principles of State Policy have received judicial notice*. Fazal Ali, J. has pointed out in *State of Bombay v. F. N. Balsara* † that "in judging the reasonableness of the restrictions imposed by the Act (here the Bombay Prohibition Act, 1949), one has to bear in mind the Directive Principles of State policy set forth in Article 47 of the Constitution". The effect of these decisions seems to be that the Articles containing the directives in Part IV and the Constitutional declaration in Article 37 of that part should be looked into to determine whether a legislation is a reasonable restriction and would therefore not be offending the provisions of Part III.

Before discussing in detail the provisions of Article 47, I would like to make some observations on the nature of the provisions in Part IV in general.

About the obligatory nature of the provisions of Part IV of the Constitution there is no scope for doubt because Article 37 explicitly provides that 'the principles therein laid down are nevertheless *fundamental in the governance of the country* and it shall be the duty of the State to apply these principles in making laws'.

Therefore an explicit duty is laid on the State by the Constitution. The view that the State can never be subject to a duty or entitled to a right was repudiated by well-known jurists even in England where the State or the Sovereign was regarded as omnipotent. *A fortiori* such a view cannot have any application in a country like ours where the Constitution is supreme and the powers, rights and duties of the State are derived from it.

Doubt is sometimes entertained about the legal nature of the directive principles on the ground that, unlike the Fundamental Rights, these are not enforceable by the ordinary law courts. Such doubt is founded on the notion once entertained in Britain that a rule is a legal rule only if it can be enforced by the ordinary law courts of the country; but this notion found little acceptance on

*Art. 48 in Buddhu v. Allahabad Municipality. A.I.R. 1952. All. 753 F.B.

†A.I.R. 1951 S.C. 318.

the Continent, even in Britain it has long been repudiated by an increasing number of well-known jurists, mainly due to the growing importance of administrative law and of the conventions of the Constitution. Today the generally acknowledged view is that a rule is a legal rule not because it is recognised by the law courts but because it prescribes a norm of conduct.

Everywhere there are constitutional provisions which are non-justiciable in the ordinary way but nevertheless closely adhered to. The Directive Principles of State Policy are no less a part of the Constitution as the other parts, and therefore merit as much attention on the part of the State as the other provisions.

I feel that the Directive Principles of State Policy constitute not only a proclamation—a promulgation of principles—but also a pledge by the framers of the Constitution to the people who elected them, and that not to implement them will constitute a breach of faith with the people and will render a vital part of the Constitution practically a dead letter.

In my view Article 47 imposes the following primary duties on the State.

(a) The raising of the level of nutrition, and of the standard of living of the people, and (b) the improvement of public health.

Duties impose positive or negative obligations. Article 47 imposes positive obligations as aforesaid. An 'endeavour' is an act towards the fulfilment of the obligation. And a particular endeavour which the State is called upon to make in order to secure the objectives for which the State has imposed on itself the above mentioned duties is to bring about prohibition. This prohibition is of the consumption of one or both of the following:—

(a) intoxicating drinks.

(b) drugs which are injurious to health.

The only reason for which the two prohibited substances may be allowed to be consumed is 'medicinal purposes'. Therefore the words 'medicinal purposes' govern both 'intoxicating drinks' and 'drugs which are injurious to health'.

The word 'drinks' in the phrase 'intoxicating drinks' should be carefully noted; the word 'drinks' is advisedly used. All intoxicating 'drinks' whether called 'liquor' or not are within the comprehension of Article 47 for purposes of prohibition. The word 'intoxicating' will go with the word 'drinks' and has nothing to do with the word 'drugs'.

Similarly the expression 'which are injurious to health' qualifies only 'drugs', that is, each of the two prohibited articles has separate descriptive epithets. For 'drinks', the requisite is that they should

be 'intoxicating' in order that they come under Article 47; for 'drugs', they should be 'injurious to health'. The expression 'which are injurious to health' will go only with 'drugs', both because of the use of the word 'of' before 'drugs'—it may be noted that this preposition is repeated before 'drugs',—and also for the reason that the proper rule of grammatical construction is that the relative pronoun 'which' goes with the immediate substantive 'drugs'. Therefore the repetition of 'of' before 'drugs' and the absence of a comma after 'drugs' leave no doubt that the words 'which are injurious to health' qualify only 'drugs'.

Thus, in my view, for the purposes of prohibition, in the case of a drug it is necessary to establish that it is injurious to health whereas in the case of 'drinks' which are 'intoxicating', their property of being injurious to health is irrebuttably presumed. In this context 'health' should be understood to mean not merely a sound physical but also a sound mental condition; it should be construed in the widest sense so as to comprehend the fitness of the entire human personality.

On the subject of prohibition of 'liquor', I know of only one case namely *'F. N. Balsara' case**. As you know, it related to an act passed before the Constitution, and therefore that decision cannot be deemed as of much value in construing Article 47. Nor is there much in that decision which will throw light on the questions raised.

As regards the word 'intoxicating', there are decisions under the Indian Penal Code about a state of intoxication resulting in unsoundness of mind which can be pleaded in criminal cases. The context in relation to prohibition of drinks is so different that decisions under the Indian Penal Code cannot be brought into application. What is sought to be prohibited is the consumption of drinks which will intoxicate. It is the intoxicating quality of the drink that would bring it under the prohibited category, not the actual results it would produce in individual cases. If the latter be the consideration there can be no real prohibition, for even in respect of the same individual, the result may vary with the time, the condition of the consumer and the brand of the drink. Surely the object of the Law is not that it should be evaded by individual variations or vagaries.

It is for the State to prescribe the persons who are competent to certify that a prohibited drink or drug might be consumed for 'medicinal purposes'. The State is not bound to limit the authority for giving the certificates to allopaths only.

***State of Bombay *v.* F. N. Balsara A.I.R. 1951 S. C. 318.**

HYDERABAD PRADESH GOUDA SANGHAM

Gouda Hostel, Himayath Nagar

WE REQUEST the fulfilment of the following conditions before introducing prohibition:—

(i) Enforcement should be gradual; the quantum of tappable trees for drinking purposes may be reduced; this reduction should be in proportion to their allotment for purposes of 'Neera', 'Palm gur' and production of such other commodities;

(ii) Gowds should be given first priority while distributing cultivable lands like 'Ban Charai', 'Poram Boks', 'Ijafa Ban Charai' and other waste lands as also such other lands as are obtained. The Bhoodan Committee should also in conformity with this be advised to give first priority to the Gowds while distributing lands donated to them;

(iii) First preference be given to the Gowds in services and admission to schools and colleges;

(iv) (a) in all rehabilitation schemes (Central & State Governments), 'Gowds' should receive top consideration;

(b) Government should spend at least 2% of their revenue for rehabilitation of Gowds—

(1) by opening research institutes to devise methods of manufacturing products of utility that can be economically produced from 'Neera' and 'Toddy' and 'Muddy' (residue) of tapped toddy trees.

(2) by opening toddy industrial centres to educate and produce on mass scale products of utility like neera, palm gur, sugar, drugs, etc.

(c) the Government may levy a kind of 'Cess' on the ordinary sugar, which amount be spent on rehabilitating the Gowds, granting loans and giving some kind of financial aids.

(v) The Government of Hyderabad be instructed to pursue a policy of healthy co-operation in mitigating and encouraging the Gowd community to take themselves to these trades. To this end, as far as possible Abkari contracts may be settled in favour of the members of this community. A taluq-wise data of the past three

years of the rates of contracts may be collected and a reduction of 30 to 40% be granted on an average, care being taken to give contracts in a particular taluqa to such gowds only as are residents of that particular taluqa;

(vi) The Prohibition Enquiry Commission would do well to give instructions as to how to relieve the community from the burden of heavy arrears which in the context of dwindling trade and conditions of abject starvation can never be hoped to be repaid;

(vii) Present 'toddy bands' should be carefully protected and new ones be raised to cater to the needs of the contemplated toddy industrial centres.

The Hyderabad State Gowda Sangham finally stresses on the point that while deciding the fate of the Gowds of the State, the Prohibition Enquiry Commission should not judge their conditions by standards available outside the State. Conditions in Hyderabad differ from those in the rest of India. We have been since times immemorial an oppressed lot and hence deserve special consideration and special solution to better our lot. We hope the points raised in our memorandum will be noted carefully.

THE ANDHRA STATE EX-TAPPER'S ASSOCIATION, KURNOOL.

THIS ASSOCIATION request the Government that to deal with this problem and to devise ways and means for the betterment of the ex-tappers with a committee consisting of official and non-official representatives of the tapping communities should be appointed forthwith and for the collection of statistical data with respect to actual number of ex-tappers and their depedants who have been thrown out of employment.

This Association also requests that free tapping of toddy juice may be permitted immediately by renewing the suspended licences in respect of certain Co-operative Societies and thereby solving the unemployment of ex-tappers to a certain extent for the time being by way of a sort of immediate relief to the ex-tappers.

In the interests of equity, justice and fair-play, the Andhra State Ex-tappers' Association prays that these preliminary suggestions may be recommended and submitted for the perusal of Government of Andhra.

IT WILL BE apparent that prohibition is a very large question where we are not merely to deal with an ordinary problem of the society which affects the exterior. It is, in its essentials, a psychological problem. So long it has been mixed up with moral issues, which has given rise to more serious problems than it sought to solve. It has increased social evils and social pathology rather than eliminated them. Even Gandhiji did not advocate legislative measures for solving this problem. He treated it essentially as a problem of value. According to Gandhiji "prohibition could be successful only through social, cultural and educational efforts". In an article dated 31st July, 1937, published in the *Harijan* dated 31st July, 1937, Gandhiji said:—

> "Prohibition means a type of adult education of the nation and not merely a closing down of grog shops".

We, therefore, venture to submit that, without any positive programme, purely negative efforts through legislation should be abandoned.

As in the case of opium, prohibition of drinks may be phased over a period of say 20 years and, during this period, instead of total prohibition, a gradually diminishing quota system may be introduced.

The Government should impose strict quality control, so that the health of the people is not injured.

* * * *

As discussed earlier, the financial aspect of prohibition cannot be ignored against the background of the Second Five-Year Plan. We understand that some State Governments have expressed their inability to implement the prohibition programme in view of their financial conditions.

This is purely a State subject and comes under items No. 8 and 51 of the State List. It is true that prohibition is a directive principle of the Indian Constitution. But a perusal of Part 4 in the Constitution will show that there are 20 directive principles of the State policy beginning from banning of cow slaughter to the formulation of a common civil code. Merely the fact that prohibition finds a place among the directive principles, does not impose the necessity that it should be given a priority without

taking into consideration other important facts. In the case of cow slaughter, rightly the Government of India have not laid down any all-India policy. Also regarding the introduction of Hindi as national language, no uniform policy has been laid down, which is binding on all States. Similarly, we venture to submit that the State Governments may be left free to formulate their own policies and programmes taking into account their own financial resources.

* * * *

We beg to point out that in case the Government decides upon nation-wide prohibition with immediate effect, suitable steps may be taken for rehabilitation of our plants and machineries, which otherwise would mean a national loss from the national resources point of view.

IV. Summary of evidence (from invitees)

Shri P. Kodanda Rao

Shri Kodanda Rao in his oral evidence stated that he was in favour of entrusting the police with enforcement. It was not necessary to have any special machinery for enforcement. Offences against prohibition law should be treated like other offences under other penal laws. The police at present were enforcing all laws. The number of laws goes on increasing but there has been no corresponding increase in the number of policemen. Any special agency thought of for the purpose of enforcement of prohibition will be a fifth wheel in the coach. If special staff was contemplated it would have to be as extensive as the number of villages and that would be an impossible position.

He was not in favour of a phased programme and said that was temperance and not prohibition. He was totally anti-excise. He wanted that this should be specially noted by the Committee. The only two alternatives to the present excise policy were rationing and prohibition and certainly the latter was the better of the two.

He referred to the recent agitation by extappers in Andhra State and said that they put up a very poor plea. It was more Political agitation than anything else. He further said that from 1948 the date on which total prohibition came into force upto 1955, tappers were not all engaged in illicit distillation. This would be a wrong view to take. It would be interesting, he said, to find out what the tappers were doing all these years. He was sure that most of them were doing something else though he did not deny that they must have suffered some measure of under-employment. He further illustrated this point by adding that with the introduction of the flush system numbers of bhangies were thrown out of employment in big cities and yet bhangies have been able to find alternative work. There will be changes in employment forced by circumstances and this fact must be recognised.

He said that the Government of India will have to be a little more serious than it had been in the past in the matter of prohibition. They should set the example. He certainly did not believe in alternatives to drink but he agreed that there should be a provision for counter-attractions of a sort such as songs, dramas, bhajans, etc.

Shri C. Rajagopalachariar

Shri C. Rajagopalachariar who was requested by the Committee to give the benefit of his views on prohibition began by saying that the appointment of the Committee served useful purpose. It certainly helps to remove one doubt immediately. There is a

general feeling in view of the happenings in Andhra that prohibition may not continue to be the policy of the present Government and that it may be revised. That unfortunate impression is removed by the constitution of this Committee. Further State Governments are busy in so many matters and this particular matter of prohibition requires some exclusive thinking.

Shri Rajagopalachariar then said we will have to find out how to secure better enforcement and obtain better results. "We may divide our mental enquiry into two parts.

(1) To what extent has prohibition not come up to our expectations and (2) how, from the consumer's point of view, the question may be tackled. We should certainly make prohibition more effective by attacking the consumer's mind. The general notion that prohibition has not succeeded is not correct. In fact I would say that prohibition has not been enforced properly. Even last week I went through areas once notorious for drink and I found that the whole atmosphere was different. There was a change for the better. Whenever crime is mentioned it always looms large, whereas virtue fades and does not attract. This aspect may be said to be generally correct in respect of all controls. The psychology of people is such that they easily exaggerate evasion of law and misuse of permits and the like. This is a feeling inherent in the Indian mind because of its love of ceremonial purity. Our people want everything absolutely right and when it goes right they are happy but if in slightest measure it goes wrong, immediately our people come to the conclusion that it is a complete failure. We have not properly assessed the amount of good that prohibition has done whereas we are prone to exaggerate crime and avoidance of the law. Recently I met the Governor of Madhya Pradesh who told me that he had gone to Hosur Taluq of Salem District to find out whether it was a Tamil or Telegu speaking area and that during the course of his talk with people there he asked them about prohibition. He said he got so much of concentrated women's evidence about the beneficial effects of prohibition. Those women referred to their not being illtreated by their husbands and to improvements effected in their domestic life.

"I admit there is a lot of evasion and we must get better results. I will mention one more circumstance. We first introduced prohibition in 1937 and we never anticipated war soon after. War has left one inescapable circumstance. It has overwhelmed everyone with greed. The cause is that every one wants a high standard of life. In the lower ranks too this feeling has gone up. If persons desire to live better, there is need for more substantial earnings.

But unfortunately there appears to be a great lag between the desire to live better and the effort put up to follow up the desire. Expenses have gone up. Rents have gone up. Even squatter's rents have gone up. The poor have been terribly exploited. What is true of the poorer families who are unable to meet the mounting expenses is also true of middle class people. There is universal desire to have better education, clothing etc. amongst them and demands of the women in those homes have gone up but there is little co-ordination between the desire to live better and the demand that is felt. People want to make money somehow. That is the reason for increase of crime in all respects. This is one of the principal reasons that has gone to increase the number of manufacturers of illicit liquor. Here is prepared ground, the consumer is ready and easily falls victim. Illicit distillation has become a profitable trade. The risks are no doubt great and there is fear in men's minds but then the real explanation for the reappearance of liquor in large quantities is that people wish somehow to make money.

"Mere tightening of enforcement will not cope with the situation. No one need feel depressed at reports of large scale illicit distillation. The motive, as in the case of other crime, does not arise suddenly in this case. There is lot of stealing these days, pick-pocketing and thefts from Government stores, Railway Platforms etc. This general increase of crime may be attributed to the greed that war has left afloat. All this will gradually wear out. As one generation replaces another, people will take to better ways of living. Slow progress of enforcement need not particularly discourage us. The real thing to-day is to go forward with a brave heart to attack the consumer.

"I once thought it was wrong policy to refer to liquor even in the course of propaganda. The line of approach then was that we should talk about things like sports, games etc. once liquor was not available and was out of people's minds. The position has, however, changed. Now that liquor has become available somehow, the consumer will have to be tackled. A lot can be done to warn people against drink, even against so-called moderation in drink. Drink goes to the root of the mind of the man. Men lose control, all inhibitions cease and there is no more anything called judgement. This being the case, it is necessary to tell the consumer about the evils of drink and effective propaganda has to be undertaken. Our schools may be used for this purpose by teachers but the propaganda should be such that it should not undermine parental reverance which is a family asset. Even if the father drinks he is not to be condemned by his wife or children but

persuasion may be applied in the fullest measure. Indirect propaganda is better than direct propaganda. The daily newspaper may be pressed into service. Other journals too may be utilised. Good reading matter in the shape of stories or in other form does far better than specialised literature. We must imagine that we sell prohibition. Paid lecturers are no doubt good but I would prefer religious teachers and leading social workers to be asked to do this propaganda.

"Steadily pursued for two generations, I am confident that prohibition will succeed and that the results looked for will be realised. In India persistance is the thing necessary to make it completely successful. Financial difficulties are no argument in the matter of prohibition. Now that the experience of Madras and Bombay State affords enough proof, there should be no hesitation in enforcing total prohibition in all the States. There should be no more phased programmes."

He had no hesitation in characterising medical certificates given for obtaining permits for liquor as false. The Bombay practice seems to be a little worse than the Madras one.

Industrial and medical alcohol should be allowed but caution is necessary. Even if permits are to be issued for foreign liquor, permit holders should not be allowed to drink in public or in clubs. They must only be allowed to drink in their homes and even there secretly. Nobody should drink for conviviality. Doctors say that alcohol is a mild sedative and helps sometimes to stimulate physiological needs but there is no food value in alcohol. There can be no substitute for drink excepting occupational substitutes. "Food is food and alcohol is no food. Games, entertainment healthy amusement etc. something to produce happiness and not any physical exertion may be tried. It is folly to offer any physical entertainment to those who are fatigued and tired."

Rajaji then referred to the danger of having islands of non-prohibition like Pondicherry. He advised the Committee to go to South Arcot and study the situation.

Regarding officials and the army, Rajaji said that officials have not so far set a good example. Loyalty demands both here and in the Embassies outside that the policy of the Government should be reflected in their conduct. Respect to the directives in the Constitution should be the dominant note. Some of them have a wrong notion that unless they offer drink they would not be considered hospitable or would not carry influence with the foreigners. This is wrong. The foreigner is broad-minded enough to understand things properly. We may allow foreigners to drink in India but

we should not allow ourselves to go outside the limits of what we consider good conduct even in their company. Army officers should be told that they should not drink. We should create an atmosphere of disrespectability for liquor and remove this false notion that liquor is part of good manners. There may be a few permit holders who may be given a definite quantity at first but the quantity must be reduced now and again. Every six months permits may be revised. If the permit holder does not accept reduction, he may be told that he will not receive permits any more. Permits should not be given for country liquor but then we may be asked why this discrimination. This discrimination itself becomes a reason for not giving away considerable numbers of permits.

Referring to tappers employment Rajaji said that the problem is the same as in Andhra. Political parties have unnecessarily created a lot of confusion over this. They never raised this problem up till now. As a matter of fact many of the tappers have other employment. They can make jaggery. We should not prevent the making of jaggery, but effective control is necessary. Where neera is tapped, it is better to buy up all that and make edible jaggery out of it.

Some Ayurvedic medicines and spirituous preparations are also to be properly controlled. In the case of Ayurvedic medicines the vehicle of alcohol becomes necessary to keep the validity of the drugs. Expert body of controllers is necessary to check such preparations. The dangers of spirituous preparations being drunk as liquor is also there and it needs vigilant check.

Shri Khandubhai Desai

Shri Khandubhai Desai said that he could confidently speak of the beneficial effects of prohibition in the industrial areas, specially in cities like Ahmedabad and Bombay. Generally, among industrial labour, anywhere between 20 to 30% of their incomes is frittered away on drink. The number of teetotallers amongst them is only 20%. 30% of these workers drink almost daily; others may drink occasionally, particularly on pay day or on ceremonial occasions. His estimate was that 8 to 10% of the workers were hard drinkers. The result was that one invariably got a number of brawls in the workmen's quarters. Upto 5-30 or 6 P.M., mills would be working, and after dark, work in the labour quarters would become impossible due to brawls. People used to come to blows and the police invariably made money out of these quarrels. Very deleterious effects, on both domestic and social life, were noticed as consequences of drink.

Out of Rs. 50 to 60 crores of excise revenue in the country, nearly Rs. 20 crores were obtained from industrial workers. The amount of money that drinkers actually have to spend on drink is four times this amount, so that out of a total wage bill of Rs. 500 crores for the whole of the country, nearly Rs. 60 crores are spent on drink.

In the coal-mining area, there is heavy drinking. The result is that the miners' condition remains the same as it was 20 years ago. In Bombay, it has been noticed that the efficiency of the workmen has gone up by 5% and absenteeism has gone down. Criminal court cases show a great reduction in number. Social life has recorded a change for the better. Savings are transferred into making up a better life. The trade union movement has today fostered a stronger and more rational understanding among the workmen due principally to prohibition. Workmen have shown a greater sense of responsibility, and refuse to be swept off their feet into strikes unless there are strong reasons in favour.

There are three types of vested interests amongst the anti-prohibitionists: liquor vendors, other anti-social elements, and, sometimes, the foremen supervising the working classes. In Sholapur, Ahmedabad and Bombay, the evil influence of drink on foremen and supervisors has practically disappeared.

More than 90% of the people indulging in drink in the pre-prohibition days are really happy after prohibition. All the women of the working-class families blessed Government in the early periods of prohibition. Before prohibition, the trade union officials found that their advice was more or less in the form of a 'katha', but after prohibition, a healthy discussion of problems of a trade union character were posed by workmen themselves.

In the municipality of Ahmedabad, out of 64 members at present 21 are workmen. Some of them are even chairmen of committees and have acted as a check on corruption. An election contest to a municipal seat used to cost Rs. 5,000/- before prohibition, but now it does not cost even Rs. 500/-. The civic sense of workmen has grown. The relationship with the management of mills is sober and businesslike. In fact, a lower middle-class has been brought into being who are all striving for more amenities both for themselves and their children, better education, better homes, and the like. They even subscribe for schools and libraries. Quite a good percentage of their children going to secondary schools are mostly old drinkers' children and constitute the present generation showing a distinct change in outlook. The effort of the social worker has been facilitated by prohibition. The strain on social workers was much in the 15 years before prohibition. In the

15 years after prohibition, one notices that the position has greatly eased. Facilities in the Welfare State can best be obtained only under conditions of prohibition.

Sales tax is a good substitute for excise revenue. Money saved from drink is being utilised for useful purposes. After prohibition, the population of Ahmedabad, for instance, has doubled, but the law and order machinery is practically the same. The personnel of the police department is the smallest in Ahmedabad and this is one of the effects of prohibition.

Illicit liquor was always there, but it is now more a matter of propaganda for those who do not believe in prohibition. 80% of the drinkers have given up drink. 20% perhaps still indulge in illicit liquor. But not continuously. It is only now and then they go for liquor. In the matter of enforcement, it would be better if the leading social workers could be associated with this work. The head of the prohibition squad should be a competent social worker with such training as may be necessary for enrolment in the enforcement police. Recruits from the ranks of the social workers should also be permitted to be employed. There is little or no risk involved in the enforcement of prohibition law, since public opinion is more or less on the side of those enforcing the law. Special magistrates and summary trials in industrial areas would speed up matters. There should be short-term imprisonments as minimum punishment prescribed. It is the odium of conviction in such cases that influences and deters, rather than mere fines.

If it is desired that lower income groups should contribute to the future build-up of the nation, prohibition becomes necessary. In the past, excise revenue has paid for the amenities of the upper classes. In Bombay and Madras, the taxation structure has now changed and there is some grouse from the upper classes because prohibition has done something to equalise the burden of taxation. Savings due to prohibition set in motion various healthy activities, and taxation in the Welfare State can now take other new forms.

He drew the attention of the Committee to the population structure of Bombay City. 60% of it, he said, is the working class. Of the adult male population, 40% were in the habit of drinking, but after prohibition, he was positive that 90% of them were not drinking. They have been weaned away. Many from the lower and higher middle classes, due to modern influences, go for illicit liquor. Speaking of liquor, he would say that prohibition has succeeded. In Ahmedabad city, the atmosphere now is one of prohibition. But in Bombay, it is not so pronounced. It is just possible that the police there are not as earnest as in Ahmedabad. Prohibition is prohibition and should not be modified.

40% of labour in Ahmedabad comes from Mehsana. It is now one of the most prosperous areas in Gujerat.

Gandhiji made a rule in the early days before prohibition that no representative on the trade union should drink. It was then difficult to get the requisite number of members for the representative council. Out of 300 members, 200 were not drinking even during pre-prohibition days, due to constant efforts at persuasion. The position now is totally different. There is no member on the council who drinks and if any is found to drink illicit liquor, he is sent out immediately.

The Parsees are not to blame solely for the situation in Bombay. Really speaking, snobs of all classes are opposed to prohibition. He would say that on all grounds, there is room for straightaway introducing prohibition in all industrial areas throughout the country. If he were asked about a phased programme, he would say: in the first two years all industrial areas and a perimeter of 50 miles roundabout; in the third year, the perimeter may be expanded to 150 miles; and in the fourth year the whole of the country may be covered. In the 1956-57 budget, steps should have been taken for implementing the above. Enforcement machinery and necessary financial facilities should be arranged from now. He was against the Centre preferring any help for introducing prohibition. This would lead to a kind of unhealthy competition among States for Central aid.

Marked improvement was noticed in the families of hard drinkers. Social workers should be enrolled in sufficient numbers in the enforcement force. In Bombay, civic guards are being used. The whole of the excise police force may be reconstituted. A stronger morale is also needed. From family budgets it can be seen that clothing has improved considerably. Regarding housing, enquiries have to be conducted not in the industrial areas, but in the respective villages from which the labourers come.

Shri M. P. Desai

Shri Desai said that as a general observation, prohibition was a success. It has been helpful in all ways in raising the standard of life of the poor people. He pointed out that illicit distillation is not a peculiarity of prohibition days. It was there even in excise time. Even in America, illicit distillation is going on. Undue exaggeration is made of illicit distillation. Our people are generally law abiding. Out of 100 addicts, some few will be taking to illicit drinking. Large number of people regard it as moral crime. It will have to be put down by Government machinery. There is no

citizen's responsibility in this case. Much unnecessary emphasis is being laid on help from the public. There should be nothing difficult about enforcement of prohibition law. Machinery for enforcement is the sole responsibility of Government. There is no question of shifting it on from Government to other quarters. If the Government is keen and shows strength of conviction, the public will surely co-operate. Prohibition must be included as a definite part of the Second Five-Year Plan. It must be a welfare measure and planned activity. It is a pillar in the welfare structure of the nation. It ought to be part of the social education to remove drink evil. It must be a settled policy of the Administration.

It is unfortunate that so many things have been promised, but no achievements are visible. A kind of frustration has come over our people specially among the poorer classes. Prohibition was the first objective and being within our own powers, its not having been achieved has caused disappointment.

There is no financial question involved. Drink is not an income proposition at all. It must be clear to the States that they have to lose their excise revenues. It is not a loss to the nation: it may be a loss to the exchequer. It becomes the duty of the Planning Commission to provide funds for a programme of prohibition. He pleaded for simultaneous prohibition by stages. He did not agree with Shri Jaglal Choudhry that rates of income-tax should be raised to meet the loss in excise revenue though he would not object to this course being adopted to raise money for development work generally. Negatively, the Taxation Enquiry Commission has given recognition to this fact that excise revenue should not be given recognition in the list of taxation resources of the States. This is good. The States must give up tainted money. Purity of administration must be assured. Pledges from all Government servants may become necessary. In the present order of things, such pledges will be helpful. There can be no phasing of prohibition. States may take time, but within two or three years, the entire area must be covered.

Neera should be encouraged. If employment requires that under guarded and controlled conditions, neera should be allowed, such national wealth as can be utilised for the purpose of neera extraction should not be neglected. Tad gur should be allowed to be manufactured in fairly large quantities. Khadi and Village Industries Board should join in the occupational and productive counter-attractions programme.

Referring to the general effect of prohibition, it was pointed out that Surat, in the old days, had streets which were impassable after dusk. Now the drink has been banished, one has a peaceful

highway in that area. Family brawls have now lessened. People are all quiet and peaceful. Prohibition should be promulgated all at once and no financial considerations should stand in the way.

The press is now for prohibition. Even *The Times of India* has changed its policy towards prohibition.

Shri J. R. Dave and Shri Kalyanji V. Mehta.

The police seemed to be afraid of pursuing the smugglers. The sources of illicit distillation are gur and ammonium sulphate. If there is control of the distribution of ammonium sulphate, the chances of illicit distillation will be reduced. Mhowa is another source of illicit liquor. Income from Mhowa should be foregone in some areas. Illicit consumption is going up since the enforcement machinery is slackening. Lower ranks of police are stated to be receiving regular payments from illicit distillers.

Referring to the effects of prohibition it was pointed out that only 5 to 10% of the old addicts still drink. At first, the enforcement was good, but when it came to be known that top people were not favourable and newspapers and courts, to some extent, went the anti-prohibition way, the morale fell. The Abkari staff who were employed at the beginning did not inspire confidence. Petty officials used to notify offenders in advance. It is only the small people who resort to illicit distillation. Only rich people and those who are on the borders of States which had been merged financed this nefarious trade. Portuguese territory was the centre for smuggling. There are 7 or 8 villages in that area which are full of notorious people and where it is risky to go.

Rajpipla is a State which has recently been merged and where a mela was held for five days. There was no case of misconduct, theft or even a small quarrel at the mela which was a Bhil concentration. This is due to prohibition. In Surat there is great difference noticed. Women in Surat are blessing the movement. Ranipraj people now want colleges and are ready to start even voluntary schools. 150 schools in this area are the indirect result of prohibition. Co-operative societies have been started in the Ranipraj area. Digging of wells and the raising of vegetables have been noticed. Fisherman on the coast are very poor people. They too have improved. Employment for them is a problem and they can be utilised on big projects.

Cocktail parties in Delhi are setting a bad fashion for the other States, otherwise, nobody resists prohibition. Even Adivasis and tribal people have welcomed prohibition. There is some improvement in the standard of living amongst the Adivasis as a result of prohibition. There is no drinking in marriages now.

There is the employment aspect to illicit distillation and it should be given consideration. Prohibition must become an important part of Government work. There should be no stages for prohibition. It should be done at one time. But if stages were insisted on, two years should be the maximum.

Shri U. N. Dhebar

Shri Dhebar, President of the Indian National Congress stated that there were two views on the subject: some think it to be a social vice, while others consider it to be sin. The former would think in terms of stages and of meeting the revenue deficit, but the latter would not bother about all this. Personally he considered it morally wrong for anybody to drink and for the Government to permit anybody to drink. Drinking and prostitution are the two vices over which he would not compromise. The apprehension that people will take illicit preparations is no justification whatsoever for permitting people to drink. The Penal Code has been in existence for 100 years and yet there are dacoities, robberies and murders. There is no question of repealing the Code on that account. He saw no case for stages and no need for thinking in terms of loss in revenue.

There have to be three accepted exception in the matter. If we have to keep inter-course with foreigners, some relaxation has to be made in their case in the matter. Secondly, under the terms of the Covenant, some rulers have been given the privilege of drinking. This obligation has got to be fulfilled. Thirdly, the army should be shown some consideration. One view holds that the army is now Indian and there is no case for treating them on a different footing from the ordinary citizens. But the fact is that they have certain disabilities also, for instance, a military man cannot resign before a certain period, whereas everybody also is entitled to do so. In this case, the problem should be dealt with more administratively than legislatively. The Government of India should introduce prohibition in their case with their consent or after consultation with high military authority.

In regard to the issue of health permits, the intention is to cure the person and not to punish him. If a person suffers physically by stoppage of drink, he ought to be given. This, of course, would depend upon medical advice.

The question of savings depends on the class of drinkers. For instance, in the case of Bhils in Gujerat area, savings would not be appreciable. The problem of raising the revenue should be considered independently of the prohibition issue. In Saurashtra,

prohibition had been introduced without any subsidy from the Centre.

Past policy was not justifiable on grounds of expediency. In spite of prohibition, the Government of Saurashtra increased salaries. It was a question of attitude of mind. Except for dearness allowance, the rise in salaries is not very great. It may be of the order of 33% at the most and that too where Central Pay Commission's recommendations have been accepted. Many changes had taken place, like the increase in population and inflation, which had enabled the States to tide over their financial difficulties. But the States should wait no longer. Prohibition should be introduced right now, otherwise they would have to wait much longer.

With a reasonable sales tax schedule and an efficient machinery for recovery, they would certainly be able to make up the loss partially. One was not to think of subventions from the Centre. Income-tax rates could not be raised so as to bring in Rs. 40 crores (the present excise revenue).

As for enforcement, it must be a three pronged arrangement. Part of the responsibility must be transferred to popular organisations, social workers for instance. So far as individuals are concerned, it is the concern of the society and not the police. So far as secret distilleries are concerned, it should be the duty of the police or excise officers to deal with them. The third thing is to organise the Government propaganda machinery. Kathakars and Bhajankars must continuously be associated. This will serve the purpose better. In America they failed partly because they depended wholly on police. The police wedged between the two, the Kathakars and the social workers, will have to work under a sort of check.

In the tea gardens of Assam, wages had gone up from -/8/- or -/10/- to Rs. 1/11/- per day and the Government excise revenue had also risen from Rs. 60 to 160 lakhs but the workers had not a good utensil in their homes.

No exception in the case of tribals need be made. They would be under prohibition but would not be left to the mercy of the police. Prohibition can never succeed by a slow process. This has been the uniform experience of all. Continuous propaganda is needed and Government should put in a great effort.

Acharya Vinoba Bhave

Acharya Vinoba Ji began by saying that during the last four years he had gone into the heart of the country. First he saw Hyderabad State and felt convinced that unless drink was abolished,

people could not be raised or uplifted. Generally, there was a feeling amongst the people including even men living in the jungles against drink. Drinkers do not claim that drink has any food value. On the other hand, they complain—and particularly their women-folk—that drink upsets their domestic happiness. There is a lot of drinking even in Santhal Parganas. He had seen that they drink a lot. Even here the women are in favour of closing the drink shops though they too sometimes join the men in drink. Seeing conditions both amongst Adivasis and amongst the rural population, he came to the conclusion that drink must be abolished. He was firmly of the opinion that only one year is essential for prohibition in its entirety to be introduced in the country.

About enforcement, Acharya Vinoba Ji pointed out that Mahatma Gandhi, when he withdrew the Irwin-Pact saw to it that the right of picketing all liquor shops was not given up. This was made a moral issue. All parties in the country support this programme. Every party in the country should join in this propaganda against drink. It should not be made a mere Congress Party affair.

Referring to illicit distillation, he said that Government will do its part, but other remedies should also be found. Recreation facilities should be given in the areas where liquor shops were withdrawn.

There should be no exceptions made by way of permitting liquor to the army or navy. There is no justification for Army personnel and foreigners being treated differently. At one time, it was thought that liquor may have a place in war time, but all this is vain talk. If liquor is used freely, there may be, in place of protection, more disorder. "I wrote", said the Acharya, "with some heat about this some time ago". In Ram's Army, no one drank. Those who have been charged with the protection of the country cannot afford to lose their balance of mind by taking liquor. Drink is the very devil. Further, in modern warfare, where firing takes place from distance, there is no need for any artificial excitement. His opinion was that no permit should be granted. Even amongst the police, there were people who drink. Improvement of the police force should be attempted by rendering it free from this temptation.

There was room for some more taxation, but then, more development expenditure is to follow. Defence expenditure may be reduced. His feeling was that when Pakistan increased expenditure on the Army, our Government should have reduced Army expenditure and personnel showing thereby that there was no fear or distrub of the neighbour. In every country, the fear of war is set afloat at first and all other action follows on that basis This

was a bad state of affairs. Whenever Government asks for more taxes, it should see to it that they go on the moral path. People should see that there is moral emphasis laid in the consideration of every problem. He asks for 'sampattidan'. The Government should ask not merely for loans but for gifts. Government would surely get 'dan' if its moral level rose very high.

Four senior officers of the armed forces

The officers stated that the subject did not relate to Army alone. It was an inter-services affair and therefore they had had discussions with the Chiefs of the three wings of the Armed Forces. They had also held consultations with the Defence Minister on this matter.

Giving a background of drinking in the Army, they said it was never encouraged. Nobody was compulsorily made to drink and even in those days when people drank to the King's health, there was no compulsion to take drinks. Of course there was more drinking in those days than now. Drinking was not allowed before a batallion proceeded for operations. After a hard day's fighting however, some quantity was issued. It was necessary to give them some quantity of liquor after operations where they had seen the bodies of their friends etc., injured and mutilated. Liquor had a soothing effect on their nerves and cheered them.

The consumption of drinks had been steadily decreasing in the Armed Forces since 1947. 60% of the officers did not drink at all. Of the remaining 40%, 90% did not drink daily, but drank only on occasions. They were not habitual drinkers. Drinking among officers was strictly controlled. The punishments for drunkenness were extremely severe. The offending officers was immediately court-martialled and was liable to lose his commission. Such was not the case on the Civil side.

So far as the soldiers were concerned, they were not habitual, but were casual drinkers. They could purchase liquors only from within the unit. There was strict control on sale. A man found drunk would get a minimum of six months rigorous imprisonment or even a year's. In the British Army, an offender for drunkenness was fined 10sh. for the first offence and at heavier rates for subsequent offences. The punishments for drunkenness in the Indian Army were heavier than those in the British Army even in the pre-independence era.

Stricter rules had been enforced to reduce drinking in the Army since 1947. It was mentioned that an officer drawing salary upto Rs. 800/- p.m. could not incur expenditure on mess bills for drinks.

cigarettes, etc., for more than Rs. 70 to Rs. 80/-. The consumption of liquor in the Army had gone down in 1954 by 65% compared to the figure of 1948. It was pointed out that it was difficult to check a man from drinking outside. If however, he was found to bring liquor from outside for consumption, he was immediately court-martialled. There was a cumulative process of checking the men before entering or leaving the line. About 40% of the soldiers did not drink at all. Of the remaining 60%, 95-98% were not habitual drinkers. They took drinks casually. This was true of the Army everywhere in India. The incidence of drinking among the Army did not vary from area to area. But there were certain occasions when people got drunk. Gorkhas normally drank very little, but on the Dussehra day, they got drunk heavily.

About 450 officers of the Air Force were given to drinking. They formed 20% of the Force. So far as drinking in the Naval Force was concerned, drinking was not allowed on board the ship. Drinking was also not allowed to pilots eight hours before flying.

If India as a whole gradually went dry, then the Armed Forces would naturally fall in line with the policy of the Government. They need not be made exceptions and treated either favourably or unfavourably.

Previously Army people could drink liquor or soft drinks to the health of the President. Now it was compulsory to take soft liquors.

V. Statistical Tables

ANDHRA

Ansumption various kinds of intoxicants

Year	Country liquor (Proof gallons)	Imported foreign liquor: Spirits (Imp. gallons)	Imported foreign liquor: Wines (Imp. gallons)	Imported foreign liquor: Malt liquor (Imp. gallons)	Indian made foreign liquor (L.P. gallons)†	Opium (seers)	Ganja (seers)	Bhang (seers)
1953-54*	. . . . .	428	18	848	391	138	..	..

*Figures relate to the period from 1st October 1953 to 31st March 1954.

NOTE.—Prohibition is in force throughout the State except in the Agency areas.

†Figures of Indian made foreign spirits include malt liquors.

ASSAM

Consumption of various kinds of intoxicants

Year	Country liquor (Proof gallons)	Imported foreign liquor: Spirits (Imp. gallons)	Imported foreign liquor: Wines (Imp. gallons)	Imported foreign liquor: Malt liquor (Imp. gallons)	Indian made foreign liquor (L.P. gallons)	Opium (seers)	Ganja (seers)	Bhang (seers)
1945-46	2,24,161	N.A.	4,762	802	*	518	11,423	..
1946-47	2,42,015	20,548	2,308	6,201	..	466	7,748	..
1947-48	2,96,193	21,887	3,180	17,330	..	443	9,248	..
1948-49	3,49,002	14,654	1,608	11,558	305	344	10,037	..
1949-50	3,45,744	12,251	1,896	21,814	908	355	3,342	..
1950-51	3,33,673	17,754	4,270	19,644	1,968	313	1,215	..
1951-52	4,51,565	22,115	1,731	20,618	..	174	973	10
1952-53	4,38,669	18,389	1,947	32,141	..	135	2,217	11
1953-54	4,38,903	18,411	2,070	33,174	..	115	2,213	6

*Figures of Indian made foreign spirits include malt liquor

BIHAR

Consumption of various kinds of intoxicants

Year	Country liquor (Proof gallons)	Imported foreign liquor			Indian made foreign liquor (L.P. gallons)*	Opium (seers)	Ganja (seers)	Bhang (seers)
		Spirits (Imp. gallons)	Wines (Imp. gallons)	Malt liquor (Imp. gallons)				
1945-46 . .	13,54,481	9,181	1,643	4,656	35,558	6,950	23,052	16,309
1948-49 . .	12,91,454	9,640	1,936	12,746	37,458	3,449	16,997	13,967
1949-50 . .	17,49,314	12,537	1,412	19,970	N.A.	4,446	18,305	28,941
1950-51 . .	18,81,525	17,099	6,837	34,835	37,219	3,564	16,473	26,120
1951-52 . .	19,77,155	11,349	2,402	18,813	32,587	2,624	19,197	25,567
1952-53 . .	14,74,869	6,389	2,607	27,502	32,902	1,900	12,383	22,737
1953-54 . .	13,20,475	12,543	1,762	43,748	21,413	1,765	11,682	21,416

*Figures of Indian made foreign spirits include malt liquors.

BOMBAY

Consumption of vaious kinds of intoxicants

Year	Country liquor (Proof gallons)	Spirits (Imp. gallons)	Wines (Imp. gallons)	Malt liquor (Imp. gallons)	Indian made foreign liquor (L.P. gallons)	Opium (seers)	Ganja (seers)	Bhang (seers)
1945-46 . .	10,36,806*	2,02,373	38,600	9,27,424	9,09,601**	15,768	46,833	6,361
1946-47 . .	10,93,152	1,92,946	35,833	9,85,491	7,69,831	18,855	46,330	6,993
1947-48 . .	5,78,403	1,25,855	22,468	6,46,206	4,04,446	5,525	12,808	2,175
1948-49 . .	4,18,771	98,547	15,400	3,06,047	1,96,539	3,032	1,145	172
1949-50 . .	3,37,114	86,262	12,966	3,31,793	69,037	5,183	2,180	395
1950-51 . .	89	37,944	4,312	58,409	5,172	3,119	933	201
1951-52 . .	11	53,356	6,974	1,02,969	4,638	2,083	437	146
1952-53 . .	8	52,117	8,233	1,39,381	14,545	1,231	308	240
1953-54 . .	5	41,955	7,311	1,55,707	29,288	900	196	175

*The consumption of toddy is excluded.

**Figure of Indian made foreign spirits include malt liquors.

MADHYA PRADESH

Consumption of various kinds of intoxicants

Year	Country liquor (Proof gallons	Imported foreign liquor			Indian made foreign liquor (L.P. gallons)*	Opium (seers)	Ganja (seers)	Bhang (seers)
		Spirits (Imp. gallons)	Wines (Imp. gallons)	Malt liquor (Imp.gallons)				
1945 . . .	6,43,933	18,580	2,046	88,714	87,523	7,372	25,850	2,641
1946 . . .	7,20,331	13,098	2,227	60,220	35,766	7,827	27,925	2,626
1949 . . .	6,28,260	3,959	433	13,429	7,082	7,561	13,134	2,269
1950 . . .	5,68,176	3,763	430	11,417	8,983	5,909	10,766	1,261
1951 . . .	5,34,690	3,635	418	10,668	9,703	4,660	12,256	1,269
1952 . . .	5,95,578	3,755	504	12,025	10,742	4,952	12,395	936
1953 . . .	5,00,908	3,306	416	12,375	11,338	4,543	7,919	570
1954 . . .	4,50,682	3,496	441	12,284	12,700	3,942	4,508	331

COMPOSITE STATE OF MADRAS

Consumption of various kinds of intoxicants

1945-46 . .	24,45,543	1,22,165	11,847	4,24,005	9,75,390	19,642	39,773	5,415
1946-47 . .	22,96,064	78,866	11,582	98,004	5,18,686	18,939	31,664	4,551
1947-48 . .	13,35,583	58,880	7,412	1,02,933	1,91,022	14,422	16,672	5,081
1948-49 . .	5,56,705	14,621	505	6,514	14,578	10,155	5,022	405
1949-50 . .	..	4,038	4,605	38,029	2,403	7,430	14	..
1950-51 . .	..	9,420	4,021	17,677	1,364	5,791	13	..
1951-52 . .	..	33,551	44,557	69,895	3,314	4,159	10	..
1952-53 . .	..	21,021	3,247	57,580	4,754	2,449	12	..

*Figures of Indian made foreign spirits include malt liquors.

ORISSA

Consumption of various kinds of intoxicants

Year	Country liquor (Proof gallons)	Imported foreign liquor			Indian made foreign liquor (L.P. gallons)*	Opium (seers)	Ganja (seers)	Bhang (seers)
		Spirits (Imp. gallons)	Wines (Imp. gallons)	Malt liquor (Imp. gallons)				
1948-49 . .	2,91,587	527	314	766	8,947	23,133	9,415	3,188
1949-50 . .	2,78,214	847	249	558	3,862	19,586	9,365	2,089
1950-51 . .	3,35,437	3,074	719	746	9,049	20,361	6,989	4,219
1951-52 . .	3,08,603	1,452	365	2,265	5,575	17,119	4,773	5,663
1952-53 . .	2,51,131	858	231	2,011	5,561	14,587	4,737	6,160
1953-54 . .	2,18,946	1,154	254	2,088	5,554	11,587	5,450	3,982

PUNJAB

Consumption of various kinds of intoxicants

Year	Country liquor (Proof gallons)	Spirits (Imp. gallons)	Wines (Imp. gallons)	Malt liquor (Imp. gallons)	Indian made foreign liquor (L.P. gallons)*	Opium (seers)	Ganja (seers)	Bhang (seers)
1949-50 . .	2,12,773	6,301	1,203	50,642	69,704	17,044	..	18,858
1950-51 . .	2,16,752	5,894	1,098	32,592	65,701	14,647	..	22,122
1951-52 . .	2,10,223	6,892	1,032	31,080	1,22,985	11,615	..	25,054
1952-53 . .	2,06,449	6,869	1,058	38,512	1,11,633	10,234	..	27,164
1953-54 . .	2,25,749	6,141	1,015	37,770	1,01,139	8,781	..	35,058

*Figures of Indian made foreign spirits include malt liquors.

UTTAR PRADESH

Consumption of various kinds of intoxicants

Year	Country liquor (Proof gallons)	Imported foreign liquor: Spirits (Imp. gallons)	Imported foreign liquor: Wines (Imp. gallons)	Imported foreign liquor: Malt (Imp. gallons)	Indian made foreign liquors (London Proof gallons) *	Opium (seers)	Ganja (seers)	Bhang (seers)
1945-46 . .	11,08,648	89,028	15,809	4,71,468	15,22,728	18,614	30,912	1,52,414
1946-47 . .	12,69,156	73,437	10,094	5,62,171	4,30,276	24,604	40,281	1,58,898
1947-48 . .	11,34,328	1,05,879	5,810	2,07,383	3,45,210	34,872	35,510	1,52,500
1948-49 . .	9,34,264	28,864	4,285	1,16,369	2,52,626	16,110	17,925	1,43,571
1949-50 . .	9,38,547	25,995	2,757	1,31,516	2,66,600	16,911	10,378	1,43,506
1950-51 . .	9,73,968	24,716	1,589	95,899	2,95,348	19,624	8,827	1,69,005
1951-52 . .	9,64,955	20,539	6,337	42,319	2,47,157	16,307	5,974	1,76,715
1952-53 . .	7,74,734	14,625	1,375	54,727	1,73,709	10,496	5,582	1,82,631
1953-54 . .	7,94,922	25,299	7,651	81,699	2,32,643	12,528	5,070	1,81,388

WEST BENGAL

Consumption of various kinds of intoxicants

Year	Country liquor (Proof gallons)	Imported foreign liquor: Spirits (Imp. gallons)	Imported foreign liquor: Wines (Imp. gallons)	Imported foreign liquor: Malt (Imp. gallons)	Indian made foreign liquors (London Proof gallons) *	Opium (seers)	Ganja (seers)	Bhang (seers)
1948-49 . .	660,573	180,507	27,745	569,158	86,988	23,714	19,128	12,517
1949-50 . .	694,861	112,009	25,006	383,824	196,983	20,206	10,162	10,619
1950-51 . .	728,872	79,934	11,080	192,877	116,506	20,922	9,735	9,655
1951-52 . .	734,236	69,413	12,370	309,896	110,245	19,133	12,412	9,303
1952-53 . .	586,113	64,771	14,229	356,953	72,714	15,880	12,374	8,446
1953-54 . .	536,676	56,724	13,847	257,298	60,448	10,463	14,524	8,388

*Figures of Indian foreign spirits include malt liquors.

HYDERABAD

Consumption of various kinds of intoxicants

Year	Country liquor (Proof gallons)	Imported foreign liquor: Spirits (Imp. gallons)	Imported foreign liquor: Wines (Imp. gallons)	Imported foreign liquor: Malt liquor (Imp. gallons)	Indian made foreign liquor (L.P. gallons)*	Opium (seers)	Ganja (seers)	Bhang (seers)
1950-51 . .	6,23,495	6,225	935	25,579	17,848	5,050	8,966	375
1951-52 . .	4,87,652	5,849	1,175	40,867	19,038	4,532	7,932	226
1952-53 . .	3,85,218	7,716	1,361	65,545	18,660	3,321	6,228	99
1953-54 . .	3,91,053	7,630	1,070	64,174	13,808	3,386	5,887	183

*Figures of Indian made foreign spirits include malt liquors.

MYSORE

Consumption of various kinds of intoxicants

Year	Country liquor (Proof gallons)	Imported foreign liquor: Spirits (Imp. gallons)	Imported foreign liquor: Wines (Imp. gallons)	Imported foreign liquor: Malt liquor (Imp. gallons)	Indian made foreign liquor (L.P. gallons)	Opium (seers)	Ganja (seers)	Bhang (seers)
1950-51 . .	2,26,955	11,682	1,242	40,042*	..	703	5,203	..
1951-52 . .	2,16,315	12,690	1,072	43,837	..	643	5,829	..
1952-53 . .	1,61,185	12,731	877	32,489	..	539	4,664	..
1953-54 . .	1,45,320	13,683	1,846	58,394	..	492	5,010	..

*Figures include imported foreign and Indian made foreign spirits and malt liquors ; figures for the latter are not separately available.

MADHYA BHARAT

Consumption of various kinds of intoxicants

Year	Country liquor (Proof gallons)	Imported foreign liquor			Indian made foreign liquor (L.P. gallons)	Opium (seers)	Ganja (seers)	Bhang (seers)
		Spirits (Imp. gallons)	Wines (Imp. gallons)	Malt liquor (Imp. gallons)				
1950-51 . .	5,25,876	N.A.	N.A.	N.A.	N.A.	17,109	12,800	24,367
1951-52 . .	4,99,065	6,978	3,517	1,868	17,645	9,795	16,189	24,175
1952-53 . .	3,69,688	4,770	966	13,177	16,285	5,575	12,089	15,386
1953-54 . .	3,48,041	4,647	1,092	20,670	8,334	10,049	15,028	19,375

PEPSU

Consumption of various kinds of intoxicants

Year	Country liquor (Proof gallons)	Spirits (Imp. gallons)	Wines (Imp. gallons)	Malt liquor (Imp. gallons)	Indian made foreign liquor (L.P. gallons)	Opium (seers)	Ganja (seers)	Bhang (seers)
1950-51 . .	3,46,950	1,140	218	N.A.	12,044	13,200	..	4,080
1951-52 . .	3,45,088	146	116	1,921	57,132	12,193	..	5,521
1952-53 . .	2,64,792	2,358	26	1,727	14,213	11,960	..	7,420
1953-54 . .	3,28,200	1,221	344	3,213 ..	14,823	9,108	..	7,457

*Figures of Indian made foreign spirits include malt liquors.

RAJASTHAN

Consumption of various kinds of intoxicants

Year	Country liquor (Proof gallons)	Imported foreign liquor: Spirits (Imp. gallons)*	Imported foreign liquor: Wines (Imp. gallons)*	Malt liquor (Imp. gallons)	Indian made foreign liquor (L.P. gallons)**	Opium (seers)	Ganja (seers)	Bhang (seers)
50-51 . .	7,63,368	..	..	..	..	23,058	2,055	52,623
1951-52 . .	7,38,937	480	..	2,803	46,249	23,664	2,345	65,726
1952-53 . .	4,79,124	904	..	3,693	58,834	22,073	1,952	65,794
1953-54 . .	4,93,968	1,158	..	4,599	71,913	23,093	3,358	71,364

*The figures for imported wines are not available separately and are shown under imported spirits.
**The figures for Indian made foreign liquors include spirits as well as malt liquors.

SAURASHTRA

Consumption of various kinds of intoxicants

Year	Country liquor (Proof gallons)	Imported foreign liquor: Spirits (Imp. gallons)	Imported foreign liquor: Wines (Imp. gallons)	Malt liquor (Imp. gallons)	Indian made foreign liquor (L.P. gallons)*	Opium (seers)	Ganja (seers)	Bhang (seers)
1950-51 . .	..	212	23	115	63	4,886	4,000	2,000
1951-52 . .	..	199	7	327	109	4,284	9,312	5,899
1952-53 . .	..	211	6	305	7	3,313	1,475	1,908
1953-54 . .	..	231	8	548	5	2,459	415	275

*The figures for Indian made foreign liquors include spirits as well as malt liquor.

TRAVANCORE-COCHIN

Consumption of various kinds of intoxicants.

Year	Country liquor (Proof gallons)*	Imported foreign liquor: Spirits (Imp. gallons)	Imported foreign liquor: Wines (Imp. gallons)	Imported foreign liquor: Malt liquor (Imp. gallons)	Indian made foreign liquor (L.P. gallons) **	Opium (seers)	Ganja (seers)	Bhang (seers)
1950-51 . .	1,74,249	16,332	1,526	22,873	40,752	2,145	2,335	..
1951-52 . .	1,46,857	17,968	3,031	38,176	59,176	2,152	1,965	..
1952-53 . .	1,21,664	24,320	4,033	33,676	61,500	1,778	418	..
1953-54 . .	1,12,145	14,996	2,248	52,174	69,419	1,682	1,558	..

*Figures under country liquors are exclusive of toddy and relate to arrack only.

**Figures of Indian made foreign spirits include malt liquors.

AJMER

Consumption of various kinds of intoxicants

1950-51 . .	1,25,261	1,875	190	3,762	6,538	953	18	3,344
1951-52 . .	92,524	1,591	109	4,972	6,787	808	9	4,028
1952-53 . .	78,371	1,152	136	2,393	4,358	684	20	4,870
1953-54 . .	82,786	1,362	132	6,132	6,274	515	13	5,212

*Figures of Indian made foreign spirits include malt liquors.

OPAL

Consumption of various kinds of intoxicants

Year	Country liquor (Proof gallons)	Imported foreign liquor: Spirits (Imp. gallons)	Imported foreign liquor: Wines (Imp. gallons)	Imported foreign liquor: Malt liquor (Imp. gallons)	Indian made foreign liquor (L.P. gallons)*	Opium (seers)	Ganja (seers)	Bhang (seers)
1950-51 . .	32,134	301	27	120	495	1,821	1,246	955
1951-52 . .	73,236	151	17	270	1,181	2,340	1,061	1,416
1952-53 . .	60,388	99	11	496	1,056	1,398	939	861
1953-54 . .	61,021	77	7	571	860	1,296	1,447	2,184

COORG

Consumption of various kinds of intoxicants

Year	Country liquor (Proof gallons)	Imported foreign liquor: Spirits (Imp. gallons)	Imported foreign liquor: Wines (Imp. gallons)	Imported foreign liquor: Malt liquor (Imp. gallons)	Indian made foreign liquor (L.P. gallons)*	Opium (seers)	Ganja (seers)	Bhang (seers)
1950-51 . .	32,882	..	..	..	..	19	167	..
1951-52 . .	38,966	..	2,413	3,160	..	23	247	..
1952-53 . .	27,770	985	273	755	..	11	94	..
1953-54 . .	21,723	2,876	196	6,942	..	11	83	..

*Figures of Indian made foreign spirits include malt liquors.

DELHI

Consumption of various kinds of intoxicants.

Year	Country liquor (Proof gallons)	Imported foreign liquor. Spirits (Imp. gallons)	Wines (Imp. gallons)	Malt liquor (Imp. gallons)	Indian made foreign liquor (L.P. gallons)*	Opium (seers)	Ganja (seers)	Bhang (seers)
1950-51 . .	97,128	17,112	5,963	1,57,611	37,541	2,128	..	12,940
1951-52 . .	89,054	16,627	11,810	77,552	69,978	1,915	..	13,500
1952-53 . .	79,920	16,974	6,717	94,400	49,612	1,723	..	12.991
1953-54 . .	81,976	15,909	4,922	10,057	46,307	1,550	..	13,285

HIMACHAL PRADESH

Consumption of various kinds of intoxicants

Year	Country liquor (Proof gallons)	Imported foreign liquor. Spirits (Imp. gallons)	Wines (Imp. gallons)	Malt liquor (Imp. gallons)	Indian made foreign liquor (L.P. gallons)*	Opium (seers)	Ganja (seers)	Bhang (seers)
1950-51 . .	34,966	..	..	10	Not available	1,842	..	..
1951-52 . .	35,115	111	350	78		1,768	..	..
1952-53 . .	30,062	20,066	200	10		1,562	..	..
1953-54 . .	35,208	68	300	48		1,325	..	..

*Figures of Indian made foreign spirits include malt liquors.

LIBRARY RAS.

KUTCH

Consumption of various kinds of intoxicants

Year	Country liquor (Proof gallons)	Imported foreign liquor: Spirits (Imp. gallons)	Imported foreign liquor: Wines (Imp. gallons)	Imported foreign liquor: Malt liquor (Imp. gallons)	Indian made foreign liquor (L.P. gallons)*	Opium (seers)	Ganja (seers)	Bhang (seers)
1950-51 . .	39,956	..	17	..	253	1,560	114	1
1951-52 . .	4,844	..	135	..	284	1,440	66	37
1952-53 . .	47,173	..	680	..	266	1,320	59	33
1953-54 . .	48,132	..	2,030	..	273	1,140	48	28

MANIPUR

Consumption of various kinds of intoxicants

Year	Country liquor (Proof gallons)	Imported foreign liquor: Spirits (Imp. gallons)	Imported foreign liquor: Wines (Imp. gallons)	Imported foreign liquor: Malt liquor (Imp. gallons)	Indian made foreign liquor (L.P. gallons)*	Opium (seers)	Ganja (seers)	Bhang (seers)
1950-51 .	1,000	..	..	..	100	31	..	..
1951-52 . .	300	..	..	..	200	28	..	..
1952-53** . .	1,500	100	..	..	3,500	25	..	..
1953-54** . .	2,100	100	..	..	2,400	21	66	..

*Figures of Indian made foreign spirits include malt liquors.

**Figures for 1952-53 and 1953-54 are inclusive of 'Assam Rifles'.

TRIPURA

Consumption of various kinds of intoxicants

Year	Country liquor (Proof gallons)	Imported foreign liquor: Spirits (Imp. gallons)	Imported foreign liquor: Wines (Imp. gallons)	Imported foreign liquor: Malt liquor (Imp. gallons)	Indian made foreign liquor (L. P. gallons)	Opium (seers)	Ganja (seers)	Bhang (seers)
1950-51 . .	7,340	125	..	..	103	119	95	..
1951-52 . .	10,626	152	..	..	80	114	44	..
1952-53 . .	6,333	181	24	..	50	89	29	..
1953-54 . .	8,625	353	54	..	66	69	8	..

*Figures of Indian made foreign spirits include malt liquors.

VINDHYA PRADESH

Consumption of various kinds of intoxicants

Year	Country liquor (Proof gallons)	Imported foreign liquor: Spirits (Imp. gallons)	Imported foreign liquor: Wines (Imp. gallons)	Imported foreign liquor: Malt liquor (Imp. gallons)	Indian made foreign liquor (L. P. gallons)**	Opium (seers)	Ganja (seers)	Bhang (seers)
1950-51 . .	67,821	153	..	172	1,246	1,111	760	8,469
1951-52 . .	84,672	136	..	93	1,333	1,113	1,008	13,052
1952-53 . .	65,904	123	..	294	2,494	1,110	1,382	13,886
1953-54 . .	62,748	350	..	304	2,308	1,011	1,494	11,585

*The figures for imported foreign spirits include wines ; these are not available separately.

**Include Indian made foreign spirits and malt liquors.

Number of licensed shops for the retail sale of various kinds of intoxicants.—1953-54

States	Total Population (In lakhs)	Country spirit		Foreign liquors		Hemp Drugs		Opium		Remarks (Hemp drugs & opium)
		Number of shops	Number of shops per 100,000 of population	Number of shops	Number of shops per 100,000 of population	Number of shops	Number of shops per 100,000 of population	Number of shops	Number of shops per 100,000 of population	
Andhra	205	..	..	3	0·01	..	..	..	..	
Assam	90	266(*a*)	2·96	103(*b*)	1·14	182	2·02	2	0·02	Ganja 181 Bhang 1
Bihar	402	1741	4·33	176	0·44	1462	3·64	400	1·00	Ganja 1113 Bhang 349
Bombay	360	4(*c*)	0·01	70(*d*)	0·19	234(*e*)	0·65	234(*e*)	0·65	Government depots sell opium and hemp drugs.
Madhya Pradesh	212	1486	7·01	65	0·31	393	1·85	404	1·91	Ganja 334 Bhang 59
Madras	357	..	..	26	0·07	..	..	..(*f*)	..	
Orissa	147	1358(*g*)	9·24	17	0·12	648	4·41	435	2·92	Ganja 465 Bhang 183
Punjab	126	477(*h*)	3·79	297(*i*)	2·36	70	0·56	378	3·00	Bhang only 70
Uttar Pradesh	632	2332(*j*)	3·69	372(*k*)	0·59	1196	1·89	657	1·04	Ganja and Bhang 1196
West Bengal	248	2082(*l*)	8·40	877	3·54	990	3·99	580	2·34	Ganja 640 Bhang 350
Hyderabad	187	2185	11·68	217	1·16	443	2·37	410	2·19	Ganja and Bhang 443
Madhya Bharat	80	1918	23·98	130(*m*)	1·53	816	12·00	790	9·88	Bhang only 816
Mysore	99	106	1·07	79	0·80	75	0·76	34	0·34	Ganja only 75
PEPSU	35	775	22·14	55	1·60	525(*q*)	15·00	525(*q*)	15·00	Opium and Bhang 525
Rajasthan	153	2976	19·45	148	0·97	1799	11·11	1337	8·74	Ganja 912 Bhang 887
Saurashtra	41	..	..	3	0·07	31	0·76	82	2·00	Hemp drug 31
Travancore-Cochin	93	1551(*n*)	16·68	370	3·98	137	1·47	145	1·56	Ganja only 137

Number of licensed shops for the retail sale of various kinds of intoxicants—1953-54—contd.

1	2	3	4	5	6	7	8	9	10	11
Ajmer	7	96	13·71	16	2·29	11	1·57	37	5·27	Ganja and Bhang 11
Bhopal	8	351	43·87	13	1·63	280(*r*)	35·00	280(*r*)	35·00	Ganja and Bhang 280
Coorg	2	11	5·50	7	3·50	6	3·00	2	1·00	Ganja only 6
Delhi	17	7	0·41	93(*o*)	5·47	12(*s*)	0·71	12(*s*)	0·71	Opium and Bhang 12
Himachal Pradesh	11	181	16·45	6	0·55	..	..	53	4·82	Opium only 53
Manipur	6	15	2·50	1	0·17	4	0·67	1	0·17	Ganja only 4
Kutch	6	11	1·83	3	0·50	9	1·50	45	7·50	Ganja and Bhang 9
Tripura	6	32	5·33	6	1·00	29(*t*)	4·83	29(*t*)	4·83	Ganja only 29
Vindhya Pradesh	36	676(*p*)	18·78	19	0·53	289(*u*)	8·03	289(*u*)	8·03	Opium, Ganja and Bhang 289
TOTAL	3,566	20,637	5·79	3,172	0·89	9,941	2·79	7,161	2·01	

Footnotes.—Retail licenses exclude those for rectified spirits, denatured spirit, medicated wines and sale of drugs for medicinal purposes, druggists' permits etc.

Assam (*a*)—Including 15 tari shops. (*b*) Including 3 canteens.

Bombay (*c*)—Government depots selling country liquor for sacramental purposes. (*d*) Including 28 canteens and 20 Govt. depots.

(*e*) Government depots selling opium, ganja and bhang.

Madras (*f*)—Opium is sold to addicts etc. departmentally at taluk Kutcherries.

Orissa (*g*).—Country spirit 934, toddy 362, pachwai 62.

Punjab (*h*).—Country spirit 451, fermented liquor 26 (*i*) Including 188 canteens.

Uttar Pradesh—(*j*) Country spirit 1462, tari 870. (*k*) Including 62 canteens and 78 temporary refreshment stalls, etc.

West Bengal—(*l*) Country spirit 600, tari 374, pachwai 1108.

Madhya Bharat.—(*m*) Including 29 temporary licences.

Trvancore-Cochin—(*n*) Arrack 430,t oddy 1121.

Delhi (*o*)—Including 25 military canteens. (*s*) Same shops sell opium and bhang.

Vindhya Pradesh.—(*p*) Including 225 outstill shps (*u*) Same shops sell opium, ganja and bhang.

Bhopal (*r*)—Same shops sell opium and hemp drugs.

PEPSU (*q*)—Same shops sell opium and bhang.

Tripura (*t*)—Same shops sell opium and ganja.

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